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THE

MYSORE BLUE BOOK JOURNAL

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Introduction.

This Journal.

This number commences the third volume of the Mysore Blue Book Journal. In the light of the past two years' experience, it will perhaps be of some use to review the objects and scope of the publication.

The idea of publishing a periodical epitome of Government reports and official papers is nothing new. So far back as the year 1856, a scheme for the issue of such a publication was submitted to the Government of India by Mr. Meredith Townsend and received their approval. The result was the long series of volumes entitled the 'Annals of Indian Administration,' the objects of which were thus explained by the Editor:—

> "The Governments of India publish on an average a volume every four days. From reports affecting the entire Empire to accounts of local drainage, from the opinions of the ablest officers to the cost of a cutcha bye-road in a frontier province, everything finds a place in these publications. There is scarcely a subject connected with Indian administration on which they do not exhaust official knowledge. There is no officer in the country who may not obtain from them, in reference to his special task, all the advantages of experience. The information thus vast is, however, widely scattered. The records of one Presidency are scarcely known in another. The books are not very readily procurable and above all they are like all other blue books, dry, ill-digested and overlaid with detail. It costs an hour to find a fact, and in India men who care about facts cannot spare hours.
>
> "The object of the Compiler is to remove this defect, to do for the official information of India what Mr. Leone Levi is doing for the blue books of England. The Annals will comprise every fact, and almost every opinion of importance in the records of the quarter. A copious index

will enable the reader instantly to refer to the subject of which he is in search, and any peculiarity of opinion and even of style is carefully retained.

"Of the labour thus saved to the public, but one illustration must suffice. The number contains 132 pages. The books analyzed comprise just 2,500."

In 1867, the Annals changed its form. Instead of giving verbatim extracts from Government reports, it endeavoured to furnish a statistical digest of Indian administration, somewhat on the lines of the parliamentary report on the material and moral progress of India. We are not concerned at present with the vicissitudes of the Annals; suffice it to say that with the introduction of a uniform system of reports and administrative statistics throughout British India, the necessity for the Annals, in the form which it had latterly come to assume, largely ceased.

The earlier objects of the publication, however, are instructive and as yet unfulfilled. The mass of official literature has grown enormously and the difficulty of keeping track of it has proportionately increased. It is true that important Resolutions, etc., are published in the official gazettes and sometimes discussed in the newspapers, and that copies of reports and publications are available for sale in Government Book Depots and elsewhere. But the task of procuring and consulting these scattered reports involves an amount of labour and expense which must stagger the keenest lover of blue books. To Government officers and the large and growing body of publicists, official reports are as indispensable as the reports of important decisions are to lawyers and judicial officers. But while the latter have at their command a well developed system of Law Reports and a variety of guides and digests, the reader of official publications is left to his own unaided resources. Some conception may be formed of the difficulty of keeping *au courant* with official literature by trying to imagine how lawyers and judges would fare if the legal intelligence columns of a daily newspaper constituted the only accessible record of current case law.

In recent years the Government of Bombay undertook the issue of a blue book quarterly and the example was followed by the Government of India in the Education Department. But these were isolated and short-lived endeavours. It is to be hoped that some day the publication of a periodical summary of, and guide to, official papers will be systematically taken up in India. Such publications would be greatly appreciated by Government servants as well as by the general public, while their preparation should involve no great trouble or expense.

It is now two years since this journal was started as a convenient means of publishing, in a collective form, official papers pertaining to Mysore, which might be useful to officials or of interest to the public. Extracts have also been printed from such of the publications of other Governments as reached our hands. A supplement, containing a summary of important Government rulings and standing orders was supplied to official subscribers during the year 1917-18.

Including a few outsiders, the number of paying subscribers has reached nearly 300, while the free circulation list includes all the principal offices in the State. From the requisitions received for back numbers, indexes, supplements, etc., it would appear that the persons most interested in this publication are the subordinate officials in the districts. But there have not been wanting evidences that a small section of the general public also find it of some use. In the Representative Assembly, the question of issuing the journal in Kannada was mooted at more than one session. Some time back, a private firm offered to bring out a Kannada version of the journal, and was given permission to do so, with the intimation, however, that no official countenance or support could be extended to the Kannada publication. Nothing further has been heard of the proposal, which, it is to be feared, had more of enterprise than of earnestness in it.

Hitherto, the journal has confined itself, for the most part, to the reproduction of Government orders, rules and resolutions. It is proposed in future to draw more largely on official literature of a more casual description, consisting of notes, memoranda and tabular statements, which sometimes embody useful information laboriously gathered, but which do not find a place on the formal records of Government. When space permits, it is proposed also to reprint selections from old records on topics of current interest.

* * *

The Mysore Civil Services Association.

It was once the fashion to regard the civil service in Mysore as a succession of soft jobs, high salaries, immoderate pensions and undeserved careers. But the chances of promotion offered by the service have been lowered with each successive revision of the rules, while at the same time the prospects in other departments have been improved; so that the supposed advantages of the civil service, as compared with other services, are not striking. But a suspicion still lingers, though as an anachronism, that the civil service is somehow the favored and spoiled child of Government. And we fear that there are not a few who will be apt to imagine that the proposed Civil Services Association is some new move to extend the privileges, and enhance the importance, of an already over-rated and over-remunerated service. But a reference to the prospectus and draft rules of the Association printed at the end of this volume will show that it is with no aggrandising motives that the Association is projected. Admission to the Association is not restricted to members of what is known as the civil service, but is open to all officers of the civil departments and to administrative officers of the technical departments. The Medical, Forest and other departments have associations of their own and it seems to be high time for the members of the general administrative services to combine together for the purpose of interchanging views on questions of administration and technique. The draft rules were considered at a meeting of some representative officers convened for the purpose and a provisional Committee consisting of the marginally noted gentlemen has been appointed. An appeal has been addressed to all likely members inviting their support, and if the response be as strong as is anticipated, it should be possible to hold the inaugural meeting and bring the Association into existence at an early date. The chief activity of the Association will be the holding of meetings, discussions and lectures on subjects of administrative interest and to conduct a quarterly journal devoted to the objects of the Association. A library will be an essential part of the equipment. The gatherings of the Association should afford also opportunities for social activity.

Mr. C. S. Balasundaram Iyer.
,, K. R. Srinivasiengar.
,, Mir Humza Hussain.
,, K. Chandy.
,, A. V. Ramanathan.
,, B. T. Kesaviengar.
(Provisional Secretary.)

* * *

Dewan's Address to the Representative Assembly.

The first part of the Dewan's Address to the Mysore Representative Assembly in October last is reprinted here though it does not strictly refer to the quarter covered by this issue.

* * *

The Yelandur Jahgir.

The Jahgirs of Yelandur and Sringeri form a sort of *imperium in imperio*, containing within themselves, in miniature, a complete machinery of administration similar to, but detached from, that of Government. Comprising as they do several thousands of the population of the State, the affairs of the Jahgirs should be a matter of general interest though they are seldom referred to in official reports or in the public press. We owe it to the courtesy of Mr. Narsinga Rao Purnaiya that we are enabled to publish a brief account of the administration of the Yelandur Jahgir during the year 1916-17. The grant of the Jahgir to Purnaiya, the great Dewan of Mysore, in recognition of his services to the State, is now a matter of history but the sannad conferring the gift is full of interest as an illustration of the ideas and quaint official phraseology of the day. While the revenues of the Jahgir were appropriated to the personal use of Purnaiya, high in dignity, and his descendants from generation to generation, as long as the sun and moon shall, in their course, continue to illuminate the world, the duty is laid upon them of using every endeavour to promote the prosperity of the taluk, special stress being laid upon the need for repairing old tanks and digging new ones. The report shows that attention has been paid to the irrigation improvements and that at the same time some endeavour has been made to provide educational facilities, medical aid and other requirements of modern administration.

* * *

Recruitment of Government Offices.

The report of the Committee appointed to inquire into the organisation and staffing of Government offices, from which extracts are reproduced in this issue, contains an illuminating discussion on the different methods of recruitment prevailing in England. Their relative advantages have been tested by the large expansion of departments which has taken place in consequence of the war and in making their recommendations, the Committee had the lessons of recent experience to guide them. Their conclusion is that, ordinarily, the recruitment of standard classes of clerks and typists should be centralised in the hands of one common agency, *viz.*, the Civil Service Commission and that independent recruiting by heads of individual offices should be confined to exceptional cases. It is only thus, the Committee consider, that competition between departments for the available supply of labour could be stopped, chances of favouritism eliminated and uniform standards of qualification enforced.

In India, centralised recruitment for clerical posts has only been adopted in the Secretariats. The principle appears, however, to have received a wider application in Bengal where the rules of 1904 laid down a common clerkship examination for the recruitment not only of the Secretariats but of all the principal civil offices located in Calcutta. Whether the system is still in force and how it worked is not known, but there can be no doubt that, properly applied, a central machinery for recruitment should ensure better and more uniform quality among clerical employees.

One practical difficulty in adopting the system, as the Committee point out, is the existence of varying rates of pay in the different departments. The 'standardisation of salaries,' which is being extensively adopted in the United States of America and which is said to be under contemplation in England, is a necessary complement, if not a preliminary, to a centralised system of recruitment. There is a growing feeling of dissatisfaction in several departments in different parts of India with the existing methods of recruiting subordinate services. In the Administration Report of the Posts and Telegraphs of India for the year 1917-18, the Director-General writes:—

> "Recruitment of capable clerks was a difficulty in some parts of India. The usual standard of education demanded is the entrance examination of a recognised University, but it cannot be said that this examination is a satisfactory test for a commercial department. An examination on the lines of the Second Division, Civil Service Examination in England is required for the clerical appointments in the Posts and Telegraphs. An examination of this kind at least ensures that a passed candidate has a fair knowledge of such subjects as English, Arithmetic, Accounts, Geography, Precis-writing, etc., which fit him to be an intelligent clerk. There is no likelihood that the University entrance passed man has a working knowledge of any of these subjects and the result is that the department has to educate its own employees of whom many are inefficient clerks for the first few years of their service. It is of the highest importance to the subordinate branches of the public service that some examination should be devised, which, having no connection with any University, would guarantee that a man who has passed it possesses a fair general education."

The views above expressed may perhaps be open to some criticism, but there is no doubt that the question of recruiting the clerical service as a whole requires more systematic examination than it has hitherto received.

* * *

PART I.—Orders of Government (Mysore).

FINANCIAL.

Budget Estimates for the year 1918-19.

The provisional budget estimates prepared for the year 1918-19 and modified as per recommendations of the Finance Committee were presented to the Representative Assembly on the 22nd April 1918, and were discussed by that body. These estimates with a memorandum thereon embodying the changes subsequently effected in them were also discussed by the Legislative Council on the 28th and 29th June 1918.

Government are now pleased to accord formal sanction to the estimates as finally prepared by the Comptroller in accordance with the several orders of Government issued in the matter.

(i) *Revised, 1917-18.*—The revised estimates show that the revenue and expenditure for the year 1917-18, under service heads which according to the budget aggregated Rs. 2,95,27,000 and Rs. 2,95,12,000 with a surplus of Rs. 15,000 stand revised at present at Rs. 3,09,11,000 and Rs. 3,07,64,000, respectively, leaving a surplus of Rs. 1,47,000.

(ii) The revised estimates show an increase of Rs. 13,84,000 under revenue and an increase in expenditure chargeable against revenue to the extent of Rs. 12,52,000.

(iii) The increase on the revenue side appears chiefly under the heads, Land Revenue (Rs. 75,000), Forest (Rs. 2,48,000), Excise (Rs. 1,74,000), Railways (Rs. 2,39,000), and Sandal Oil Factory (Rs. 8,43,000), counterbalanced by a decrease chiefly under Assigned Tract Revenue (Rs. 1,50,000), and Krishnarajasagara Works (Rs. 56,000).

(iv) The chief items of individual increases under the departmental heads of expenditure are Forest (Rs. 1,10,000), Miscellaneous (Rs. 58,000), Civil Works (Rs. 3,24,000) and Miscellaneous Railway expenditure (Rs. 71,000). These increases are more than counterbalanced by decreases shown under several heads, the chief of which are indicated below:—

	Rs.
Direct Demands on Revenue—	
Land Revenue	69,000
Charges against Mining Revenue ...	80,000
Protection and Army—	
Police	1,27,000
Army	1,32,000

	Rs.
Public Works—	
Irrigation works charged to revenue ...	3,91,000
Moral and Material Development—	
Education	4,06,000
Agriculture	82,000
Industries and Commerce	1,08,000
Grants for Public Improvements ...	2,68,000

(v) The revised estimate under capital outlay not chargeable against revenue is Rs. 48,17,000 against the budget estimate of Rs. 80,92,000, showing a lapse of Rs. 32,75,000.

Budget, 1918-19.—The budget estimates for the year 1918-19 as finally prepared are for a revenue of Rs. 2,98,33,000 and an expenditure of Rs. 2,97,92,000 under service heads, leaving a surplus of Rs. 41,000. The capital outlay not chargeable to revenue is estimated at Rs. 93,13,000.

G. O. No. Fl. 652-701—G. F. 184-17-4, dated 30th July 1918.

Public Works.

CAPITAL AND REVENUE ACCOUNTS FOR ALL PRODUCTIVE WORKS.

The question of maintaining capital and revenue accounts for all productive works in proper forms has been under the consideration of Government for some time. To systematize the preparation of such accounts for all classes of works they are pleased to issue the following instructions:—

The classification of all works financed by Government for which capital and revenue accounts are required to be maintained, will be as follows:—

I. Railways.
II. Irrigation works.
    (*a*) Krishnarajasagara and allied works.
    (*b*) Vanivilasa Sagara.
    (*c*) Other irrigation works.
III. Public Works other than irrigation.
IV. Hydro-Electric Power Works.
V. Industrial Works.
    (*a*) Iron Works.
    (*b*) Sandal Oil Factories.
    (*c*) Other Industrial Works.
VI. Miscellaneous.

As regards classes I to IV, the rules and procedure contained in the Government of India Public Works and Railway Codes are at present being generally followed as far as they are applicable. The capital and revenue accounts of the works included in these classes are maintained at present by the Comptroller annually in all cases, and half-yearly in the case of Railways. These accounts are published in separate pamphlets. These accounts should continue to be prepared and submitted as heretofore. The question whether the capital and revenue accounts for the several lines of Railways should henceforth be annual is at present under consideration and until revised orders are issued these accounts should continue to be half-yearly. Also a dozen bound volumes containing all the accounts properly arranged and the annual abstract account referred to later with a table of contents should be submitted to Government by the 15th of December following the end of the year to which the accounts relate.

As regards the works included in the groups V and VI, detailed capital and revenue accounts should be separately prepared only for the Iron works and Sandal Oil Factories at Bangalore and at Mysore. These accounts should be prepared in forms as shown below:—

(*a*) General account in Form B.*
(*b*) Details of capital outlay, Form C.*
(*c*) Revenue account showing details of gross receipts and working expenses including depreciation, Form D.*
(*d*) Statement showing at a glance the financial result of the concern from the beginning, Form E.*

For convenience these accounts also will be bound with the detailed accounts of the works belonging to classes I to IV in the volume referred to above.

Besides the detailed accounts Government desire that two new abstract accounts one monthly and the other annual should be prepared and submitted to them. These accounts should be prepared in the forms and in the manner indicated in the following paragraphs.

The list of works the accounts of which should be included in the abstract monthly and annual accounts is given in the Appendix* to this order. Additions to this list will be made from time to time as may be necessary and the complete list scrutinized and approved by Government in the month of June before the commencement of the official year.

The abstract monthly account will be in Form A* attached to this order and should be submitted not later than the 15th of the second month following that to which it appertains. In this account the separate works included in the appendix under II *(c)* Other Irrigation Works, "V (*c*) Other Industrial works" and "VI Miscellaneous" will not be shown separately but only the total capital and revenue transaction under each class of works will be entered.

The abstract annual account will be prepared in Form B* attached and should be submitted before the end of November following the year. It will be in greater detail than the monthly abstract. The particulars of each individual work included under the head "II (*c*) Other Irrigation Works," "V (*c*) Industrial Works" and "VI Miscellaneous" will be shown separately.

Both in the monthly and in the annual accounts a separate page or set of pages or portion of a page should be devoted to each class of works like I Railway, II. Irrigation, etc., and the total for all works in the class struck at the end.

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* Omitted here.

Some difficulty may be felt in the beginning in bringing the accounts relating to so many different classes of works under the few common heads given in the monthly and annual abstract accounts but such a course is absolutely necessary for a correct understanding of the capital and revenue transactions of the State as a whole. Important points on which the Comptroller may feel doubt as to the proper course to adopt may be referred to Government for orders. When any ambiguity is likely to arise in respect of the figure entered in any column under any work or class of works, the nature of the work should be clearly explained in a foot-note.

In the case of works for which detailed annual capital and revenue accounts are separately prepared and submitted to Government reference will be given in the abstract annual Account, Form B, to the pages of the separate accounts wherein details of the figures shown in the abstract account are contained.

The Comptroller is requested to avoid duplication of work as far as possible and to submit to Government any changes in the form of the separate capital and revenue or finance accounts of works of the classes I to IV which may be necessary in consequence of the passing of this order.

G. O. No. Fl. 746-95—G. F. 232-17-1, dated 5th August 1918.

LAND REVENUE AND SURVEY.

Shanbhogs' Conference.

GOVERNMENT ORDER ON THE RESOLUTIONS.

Government have carefully considered the various proposals put forward (printed as appendix) and are pleased to order as follows:—

With regard to the revision of the potgi (Resolution I) Government observe that the question deserves consideration and separate orders will issue in due course after further investigation.

As regards the suggested change in the form of address (Resolution II) Government agree that not only shanbhogs but also patels as heads of villages should be addressed by subordinate officers of other than the Revenue Department drawing salary of less than Rs. 50 by means of yadis and not hukums.

With reference to Resolution III the attention of all Revenue officers may be drawn to Rules 9 and 10 of the Village Offices Regulation, which require that explanation should invariably be obtained and recorded before any punishment is given; and strict compliance with these rules may be insisted upon.

The resolution of the Conference (No. IV) that at least one of the village servants should be deputed for work under the shanbhog is approved, subject to the condition that this does not clash with the performance of the other duties of these functionaries. In case of dispute, the Amildar may issue such orders as may be necessary in the interests of public work.

As regards Resolution V, Government find no necessity to amend the existing rule according to which there should be one officiator for each circle. If in any individual case, it works hardship the remedy lies in amalgamating 2 or 3 small firkas. Each case will have however to be considered on its merits and no general rule can be passed.

The Revenue Commissioner is requested to submit proposals for suitably increasing stationery allowance to shanbhogs (Resolution VI). In this connection the question of simplifying and reducing the number of the village accounts and supplying printed forms may be considered.

As regards the seventh and last resolution, Government are aware that shanbhogs are sometimes needlessly summoned to the Taluk Cutcherry, or detained longer than necessary. If the Amildar and Shekdars take full advantage of the opportunity afforded by their tours to examine the village accounts on the spot, the occasions for summoning shanbhogs to the Taluk Cutcherry would be very few. The Revenue Commissioner is requested to fix in consultation with the Deputy Commissioners, the occasions on which the shanbhogs' attendance at the Taluk Cutcherry would be absolutely necessary. Endeavours should be made to send them back as quickly as possible. In any case they should not be detained longer than three days at a time.

ANNEXURE.

Resolution No. I.—That Government be requested to revise the Potgi as follows:—

6 per cent on the 1st 1,000 Rupees,
5 per cent on the 2nd 1,000 Rupees,
4 per cent on the 3rd 1,000 Rupees,
3 per cent on the 4th 1,000 Rupees,
2 per cent on the 5th 1,000 Rupees, and upwards on the *gross* revenue of the village.

The above remuneration to cover all the items of work devolving on the shanbhog.

Resolution No. II.—That subordinate taluk officers in all the departments be directed to address the shanbhogs by *Yadi* and not *Hukum.*

Resolution No. III.—That shanbhog should not be punished for unsatisfactory collection work where it is not his fault. According to the rules the collection work devolves on the patel with whom shanbhog should co-operate.

Resolution No. IV.—That patels and village servants be directed to afford necessary assistance to the shanbhogs in the performance of their duties. Where there are a talari and a toti, one of them to be deputed for duty with the shanbhog

Resolution No. V.—That the present rule that there should be one officiator for each circle causes hardship and should be altered so that a barawardar shanbhog may be in charge of more circles than one if he is capable of managing them.

Resolution No. VI.—That the allowance for stationery be increased, the present scale having been fixed in 1898, as the prices of stationery articles have gone very high and the number of accounts to be rendered has been increased.

Resolution No. VII.—That the occasions and the period for which the shanbhog's attendance is required at the Taluk Cutcherry be prescribed and that for attendance on other extra occasions travelling allowance be granted to them.

Resolved.—That the above resolutions be submitted to the Government of His Highness the Maharaja of Mysore over the signature of the President of this Conference.

G. O. No. R. 760-809—L. R. 217-17-4, dated 10th July 1918.

Land Revenue Department.

RE-ORGANISATION OF TALUK ESTABLISHMENTS.

Introductory.

The question of the re-organisation of the Revenue Department in all its branches to suit present needs, has been engaging the active consideration of Government for some time past. It was urged on the attention of Government by the following representation made at the Dasara Representative Assembly of 1916.

"The Revenue Department is the mainstay of the Government; but the pay and prospects of the officials and menials of all grades are very low. In almost every other department, the pay and prospects have recently been improved. As the welfare of the people, and the usefulness of other departments of Government depend to a large extent on the Revenue Department, the scale of pay in all the grades in this department may be revised." (Subject No. 56 of the list of representations in the Assembly of 1916.)

A case for revision was also made out by the Revenue Commissioner in the Administration Report of the Revenue Department for the year 1915-16 in reviewing which, Government promised to duly consider any reasonable proposals for necessary revision in the scale of establishments so as to make service in the department attractive and its work more efficient.

The proposals.

Certain proposals were thereupon, at the direction of Government, submitted by the Revenue Commissioner which have received careful consideration. The Government have also examined independently, the work of the Revenue Department in detail, and the establishments in each grade and consider that a re-organization of the Taluk Office establishments is in the first place urgently called for. As the first instalment of reform, they are pleased to issue the following orders.

The complaint with regard to these establishments is that they are not only poorly paid but undermanned. The present strength of these establishments was fixed so far back as 1897, since which date, with the introduction of new activities in several directions and the substantial increase in the normal work on account of the growth of population, expansion of cultivation, increase in the total demand for collection, and other causes, the Taluk Offices have as now constituted, been unable to cope with the heavy and responsible work entrusted to them. The subsequent revision that took place 16 years later, *i.e.*, in 1913, did not affect the strength of these establishments but improved the pay and prospects of a part of the establishment.

The Revenue Commissioner's proposals briefly are:—

(i) To increase the total number of hands by 146 at the rate of two clerks for each of the Taluk Offices, Bangalore and Mysore getting three extra, or 5 additional hands and Shimoga and Hassan two extra, or 4 additional hands.

(ii) To increase the pay of Head Gumastas, Head Munshis and Gumastas by Rs. 5.

(iii) To fix the minimum pay of the lowest ministerial appointment in a Taluk Office at Rs. 15—1—20.

(iv) To increase the pay of the Daffedars to Rs. 10 and to fix the pay of peons at Rs. 7, 8, 9, two peons in each taluk getting Rs. 9 and of the rest, one half getting Rs. 8 and the other half Rs. 7, the total number of peons remaining the same.

(v) To provide three grades of Taluk Sheristedars on Rs. 50, 60 and 70 instead of two on Rs. 50 and 60.

(vi) To increase the pay of Shekdars from Rs. 25, 30 and 35 to Rs. 30, 35 and 40.

(vii) To increase the pay of Amildars to Rs. 200, 250 and 300 and to give them the same travelling allowances as are admissible to officers of corresponding grades in other departments.

Government have carefully considered these proposals and are pleased to sanction them to the extent and subject to the modifications specified below:—

Taluk officials.

With reference to the proposed strengthening of the Taluk ministerial establishments, Government consider it desirable, instead of increasing the number of hands in every Taluk Office uniformly by two, to allocate the extra hands according to the requirements of each office. The Taluk Offices are now divided into three classes for purposes of establishment, eighteen being placed in the 1st class, twenty-one in the 2nd class, and twenty-nine in the 3rd. Each 2nd class taluk has one Deputy Gumasta, and each 1st class taluk, one Gumasta and one Deputy Gumasta, more than a 3rd class taluk which consists of 12 hands inclusive of the Sheristedar (1), the Head (1) and Deputy Munshis (1), the Head (1), Revenue (3), Judicial (1), Nagadi (1) and Deputy (1) Gumastas, Shroff (1) and Record-keeper (1). The classification was made more than 20 years ago, and whatever may be the grounds on which it was then based, it now stands in urgent need of revision with reference to present requirements. Chiefly on the basis of land revenue demand, and secondly on the ground of area, population and other considerations, the taluks will be reclassified as shown in Appendix A* into 18 1st class taluks, 26 2nd class, and 24 3rd class taluks. Leaving out of account the Nagadi Gumasta, Shroff and Gollars and also the Judicial Gumasta and Record-keeper whose cases will be dealt with in connection with separate schemes under consideration and following the principle, firstly, of doing away with incremental pay in subordinate grades as approved of by Government and secondly, of raising the minimum pay of a Taluk Gumasta to Rs. 20, the standard Revenue establishment for a 3rd class taluk exclusive of the Sheristedar will be as follows:—

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* Omitted here.

	Rs.
1 Head Gumasta on	35
1 Head Munshi on	30
1 Deputy Munshi on	20
2 Gumastas on	25
3 Gumastas on	20

A 2nd class taluk will have two more Gumastas, one on Rs. 25 and the other on Rs. 20, and a 1st class taluk three more, two on Rs. 25 and one on Rs. 20 than a 3rd class taluk.

The pay of the Nagadi Gumasta, Shroff, Gollars, Judicial Gumasta, and Record-keeper will be separately dealt with in connection with the scheme for the provincialisation of the Treasury staff and the scheme of judicial reforms. The pay of Dafterband will, however, be raised from Rs. 9 to Rs. 10.

Menial establishment.

As regards the menial establishment, Government observe that the existing number of menials in taluks in Mysore is about 50 per cent more than in the taluks of Bombay. It is understood that in some districts the objectionable system exists of deputing taluk peons to work in the District or Sub-Division Offices which shows that the number of Taluk peons is in excess of requirements. There are, besides, a large number of peons working as clerks in each Taluk Office under the dignified name of junardars. When additional gumastas are provided, these peons will be set free to attend to their legitimate duties. Taking all aspects of the case into consideration, Government are of opinion that the present strength of the Taluk menial establishment may safely be reduced by at least two peons in each office and they are pleased to order accordingly. The savings hereby effected will be utilised in giving increase of pay to the remaining menials as shown in the appendix.* The Revenue Commissioner is requested to see that the irregular practice followed in some instances of utilising the menial staff in purely domestic duties is put a stop to.

Taluk Sheristedars.

Government are pleased to approve of the Revenue Commissioner's proposals regarding the Taluk Sheristedars. The number of Sheristedars in the revised grades will be as follows:—

	Rs.	No.
1st Grade	70	16
2nd Grade	60	24
3rd Grade	50	28

Amildars.

As regards Amildars, Government consider it sufficient for the present to increase the number of appointments in the first two classes from 8 and 14 to 12 and 15, respectively, so as to afford better chances of promotion, the number in the last class being reduced correspondingly. The Amildars and Deputy Amildars will be given travelling allowance at the enanced rate of Rs. 2 and 1½ per diem respectively, when travelling within their jurisdiction, against the existing uniform rate of Re. 1 per day.

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* Omitted here.

Shekdars.

Pending reconstitution of hobli charges about which proposals have been called for separately, Government are pleased to approve of the Revenue Commissioner's proposals to raise the pay of Shekdars from Rs. 25, 30 and 35 to Rs. 30, 35 and 40, the number in each grade remaining unchanged. The benefit of the revised scale will however be given only to those who have duly qualified themselves by undergoing training under the new scheme. The question of opening a separate school under the control of the Revenue Department for the training of the future recruits to one Khadre is engaging attention separately.

The financial effect of the proposal now sanctioned will be an increase in the recurring expenditure of Rs. 84,319-4-5 per annum.

These changes will come into force from 1st July 1918.

Government hope that with the additional strength and increase of pay now sanctioned, the Taluk Offices will be better equipped and more efficient in all departments of work and be able to show a tangible improvement in the near future.

G. O. No. R. 944-53--L. R. 387-16-5, dated 13th July 1918.

Inam Commission.

INVESTIGATION OF QUESTIONS RELATING TO THE RELATIONSHIP BETWEEN INAMDARS AND THEIR TENANTS.

Questions regarding the relationship of Inamdars and their tenants and the administration of Inam villages generally have formed the subject of discussion for a long time past. It has been brought up for consideration in one form or another at almost every session of the Representative Assembly from 1914. Government appointed special Committees to go into the questions thoroughly and submit their definite recommendations. These recommendations were also ordered to be placed before the District Conferences for discussion. The resolutions passed by these bodies on the several questions referred to them are summarised in Appendix A.*

The investigation required for a satisfactory solution of all outstanding questions being still incomplete and with a view therefore to secure a more thorough and decisive inquiry from all points of view, Government have resolved to appoint a commission on a wider basis.

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* Omitted here

and to define the exact scope and object of the enquiry. The Commission will consist of the following officers and non-official gentlemen :—

1. The Revenue Commissioner (President).
2. The Survey Superintendent and *Ex-officio* Superintendent of Inams.
3. Mr. Mathan, Deputy Commissioner, Mysore District.
4. Mr. B. Srinivasiengar, Inamdar, Anekal Taluk.
5. Mr. Budigere Gundu Rao, Inamdar, Malur Taluk.
6. Mr. K. Venkataswami Iyer, B.A., B.L., Advocate and Land-holder, Nanjangud.
7. Mr. M. N. Subbanna B.A., B.L., Advocate and Land-holder, Mysore.

Members

The Senior Assistant to the Revenue Commissioner will act as the Secretary to the Commission.

Some of the questions to be investigated are specified in Appendix B.* With a view to help the Commission in its enquiry a summary of the existing rules and standing orders on the subject is furnished in Appendix C.*

These should be carefully examined and it should be determined how far they furnish a satisfactory solution of the pending questions, in what respects they are defective, and what specific amendments are necessary. The Commission is empowered to take evidence orally as well as by means of printed interrogatories circulated among the witnesses beforehand, and to hold the inquiry in selected representative places.

G. O. No. R. 1115-22—L. R. 482-17-8, dated 18th July 1918.

The Shekdari School.

ESTABLISHMENT OF A SEPARATE SCHOOL AT BANGALORE.

Since the abolition of the separate Shekdari Training School at Bangalore, candidates for Shekdari are being trained in the Shekdari Class at the Mysore Engineering School and they are also required to pass the Mysore Local Service Revenue Examination before appointment as Shekdars. The existing arrangement is defective in several ways. In the first place, unnecessary prominence is given in the curriculum to Engineering, which forms the least important of the duties of Shekdars, who are essentially Revenue officers. In the next place, a mere pass in the Revenue Examination affords no guarantee of a real grasp of the intricacies of Revenue Law and Procedure. Thirdly, no provision exists for the training of the candidates in statistical methods or office routine. Fourthly and lastly, although chain surveying is one of the items in which instruction is now imparted in the Engineering School, it is reported that the kowledge gained is of a very elementary character, and that the Shekdars thus trained are not competent to sub-divide lands accurately. Their incapacity in this respect is one of the most fruitful sources of delay in the disposal of darkhasts.

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* Omitted here.

With a view to remove these drawbacks and to improve the efficiency of the Shekdari service, the Revenue Commissioner submits the following proposals :—

(i) A separate school may be established at Bangalore under the control of the Revenue Department, where instruction may be given in the following subjects for a period of twelve months :—

1. Revenue Law and Procedure.
2. Village and other accounts.
3. Elementary ideas about statistics.
4. Office routine and correspondence.
5. Field Surveying and
6. Elementary Engineering.

(ii) At the end of this period an examination may be held and such of the successful candidates as may have been in service already, and gained sufficient experience of office work, straightaway posted as Shekdars, the others being posted to the several districts as Shekdari Probationers and attached to one Taluk Office or another for six months for necessary practical training in office routine and executive work.

(iii) The school may be opened for candidates fresh from the schools of the State as also for those already in service.

(iv) During the period of training officials may be given their full pay (not being less than Rs. 15 per mensem) and new men, a stipend of Rs. 10 per mensen during the theoretical and Rs. 15 per mensem during the practical course.

(v) Covenants may be taken from all the stipend holders to serve the Government for not less than five years after the completion of their training.

(vi) The strength of the school may be fixed at 40 and the school sanctioned for three years in the first instance.

Government have carefully considered these proposals and are pleased to sanction them to the extent and subject to the modifications specified below :—

(i) The opening of a separate school at Bangalore, for a space of three sessions in the first instance, is sanctioned from 1st October 1918. The school will be under the control of the Revenue Commissioner in Mysore. The Shekdari class in the Chamrajendra Technical Institute at Mysore will be abolished.

(ii) The strength of the school may be fixed at 50. Both officials and private candidates will be eligible for admission to the school in the proportion roughly of 4 to 1.

(iii) Instruction will be free, and the officials, during the period of their training, will get their full pay but no deputation or other allowance, except travelling allowance, at rates admissible under the Mysore Service Regulations, for journeys to and fro, between Bangalore and the stations where they may be employed. Time spent in training counts for pension but not for privilege leave or increment.

This will, however, not be treated as an interruption involving forfeiture of the privilege leave already earned.

Private candidates must undergo the training at their own cost. They will not be allowed any stipend.

(iv) The proposals of the Revenue Commissioner in regard to the staff to be entertained and contingencies and other charges, are sanctioned in their entirety.

(v) The curricula of studies proposed by the Revenue Commissioner are generally approved. The Revenue Commissioner is requested to settle the detailed time table in consultation with the Chief Engineer and Survey Superintendent. Government would, however, remark that in the case of officials who may have passed the Clerkship Examination or put in five years' service, instruction in office routine may be unnecessary, and similarly in the case of candidates who may have passed the Revenue Lower Examination, exemption may be given from attending the course on Revenue Law and Procedure. The period of training in the case of such subordinates may be reduced at the discretion of the Revenue Commissioner to a period not exceeding one year including the period of practical training. The training in survey work should have special reference to effecting sub-division of survey numbers.

(vi) The candidates will be examined in the several subjects as soon as the course in each subject is completed and those that pass the test successfully shall be given certificates which will entitle them to appointments as Shekdars as vacancies occur.

(vii) The period of practical training may be dispensed with or reduced at the discretion of the Revenue Commissioner in the case of such official candidates. The others as well as private candidates will undergo practical training for six months by being attached to taluks as probationary Shekdars. Their pay and prospects will be regulated according to Government Order No. 8561-70—L. R. 353-16-2, dated 14th February 1917.

Officials deputed for training will be treated as seconded and their places filled up by the temporary promotion of men in the same office in the lower ranks. The Deputy Commissioners of Districts are requested to exercise careful discrimination in the selection of official candidates, so that needless expenditure to Government caused by the deputation of unsuitable men may be avoided.

The Chief Engineer and Survey Superintendent are requested to depute a duly qualified subordinate in their respective departments to teach elementary engineering and survey work respectively.

In addition to the Central School at Bangalore, Government are of opinion that District Schools should be opened at the headquarters of all the districts to train up Shekdars already in service, in survey and sub-division work by giving them at least six weeks' course. The Revenue Commissioner is requested to submit detailed proposals in this behalf in consultation with the Survey Superintendent for the orders of Government within three months.

The pay and prospects of Shekdars have recently been improved and unless and until the present unqualified men receive the training prescribed in this order, they should not be given any increase. Further recruitment should be strictly limited to qualified candidates.

G. O. No. R. 4010-61—L. R. 227-16-5, dated 12th September 1918.

Revenue Survey Department.

GOVERNMENT REVIEW ON THE ANNUAL REPORT FOR THE YEAR ENDING 31ST OCTOBER 1917.

The three Amildars drafted to the Department for Field Work are reported to have completed their training and been placed in independent charge of Measuring Establishments. Mr. Govinda Rao's training in classification should be expedited. The gazetted staff of the department was further strengthened during the year under review by the appointment of two Probationers.

The Field Establishment was augmented by the entertainment of 84 new men. Although the total area traversed shows a decrease from 730 to 327 square miles, a larger quantity of measurement work appears to have been turned out during the year under review as compared with the previous year; 43,156 fields in 435 villages having been dealt with against 38,753 fields in 389 villages. The average percentage of working days does not differ very materially from that of the previous year, being 67·52 against 68·53. The question of "*Harakath,*" or time lost by non-cooperation on the part of the raiyats is engaging the attention of Government separately. The out-turn of work under Original Classification shows a decrease, only 153 fields with a total area of 768 acres in two inam villages having been dealt with against 3,185 fields with an area of 17,130 acres in ninety villages in the year previous; but good progress was made under re-classification, 35,082 fields covering an area of 78,822 acres in 630 villages having been re-classified against 20,674 fields with an area of 75,122 acres in 442 villages in the previous year.

Revision Settlement was introduced during the year under report in the late Gudibanda, Tarikere and Banavar Taluks, and resulted in an increase of Rs. 4,995 (or 6 per cent), Rs. 32,288 (or 23·4 per cent) and Rs. 22,177 (or 12 per cent) respectively over the previous revenue. Orders have recently been issued on the proposals for the Revision Settlement of Koppa and late Harnahalli (present Arsikere) Taluks. The proposals for the re-settlement of the Chiknayakanhalli and Nelamangala Taluks are engaging the consideration of Government.

The net cash expenditure incurred on the operations of the Department was Rs. 1,38,735 against Rs. 1,26,120 in the year previous The administration of the Department was on the whole satisfactory.

G. O. No. R. 380-9—L. S. 63-17-3, dated 4th July 1918.

MEDICAL.

Re-organization of the Medical Department.

The Medical Department was reorganised in the year 1897 with a view to improve the pay and prospects of Medical officers with due regard to the requirements of the department at that time. Since then, though slight modifications have been ordered from time to time in regard to the status and prospects of Medical officers in the higher grades, their emoluments have not been improved to any appreciable extent, as a result of which it has often been found necessary to grant allowances of a special kind which are more or less compensatory for the absence of an easy flow of promotion. In order to increase the efficiency of the department and to secure reasonable prospects to the members of the various grades constituting it, Government consider that is not only necessary to add to the number of superior officers to the extent called for by present requirements but also to revise the scale of pay of the several grades, making the medical branch of the public service attractive for obtaining efficient recruits. The Medical Department will accordingly be re-organised as follows:—

(i) *Surgeons.*—Excluding the Senior Surgeon, there are at present seven Surgeons, I Specialist and one Officer (Mr. C. A. Nanjappa) in a special grade. Several responsible charges which should ordinarily be placed under Surgeons are not being held by Assistant Surgeons owing to the limited number of Surgeons and also to the fact that the Surgeons' charges have not been definitely determined. A list of these charges has now been drawn up in consultation with the Senior Surgeon and is shown as Appendix I * to this order. The number of Specialists being few, a separate grade for them is considered unnecessary and this will be abolished, the officers being included among Surgeons. The number of Surgeons will accordingly be increased to 16 and distributed among the several grades as shown in the margin.

Grade Surgeon		No.	Pay.
1st Class	...	1	$800\text{-}\frac{50}{1}\text{-}900$
2nd ,,	...	2	$700\text{-}\frac{50}{1}\text{-}800$
3rd ,,	...	3	$550\text{-}\frac{25}{1}\text{-}700$
4th ,,	...	3	500
5th ,,	..	3	450
6th ,,	...	4	400

(*a*) Promotion to and in the grade of Surgeons will be by selection and according to merit.

(*b*) The Senior Surgeon will submit proposals for placing the present officers in the new grades taking into consideration their present emoluments, and also recommendations for filling up the additional appointments among Surgeons.

(ii) *Assistant Surgeons.*—The sanctioned scale of Assistant

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* Omitted here.

Surgeons is, at present, 29 permanent and 1 temporary for the Krishnarajasagara Works. This number has been represented to be inadequate and requires an increase to meet the requirements of certain important stations in the State, which on account of their situation or population necessitate the posting of Assistant Surgeons to the dispensaries situated in them. A list of all charges to which Assistant Surgeons have to be posted is given in Appendix II * and in accordance therewith the number of this class of officers will be increased to 34 permanent and 1 temporary for Krishnarajasagara Works. The grade of Honorary Assistant Surgeons will be abolished, the present incumbents in this grade being absorbed in the cadre of Assistant Surgeons. In future, two of the appointments in the grade of Assistant Surgeons will be reserved for and filled up by Sub-Assistant Surgeons of exceptional merit and attainments. The present arrangement of having seven different classes among Assistant Surgeons rising from one class to the next higher by triennial increments will be done away with and the Assistant Surgeons will be placed in two grades as follows:—

1st grade ... ... 16 on Rs. 200—20—360
2nd grade ... ... 18 on Rs. 120—10—200

This will enable each officer of the class of Assistant Surgeons to reach the maximum in the course of about 16 years on rendering approved service. The Senior Surgeon will be requested to submit proposals for fixing the starting pay of each of the existing Assistant Surgeons in the new grades.

(iii) *Medical Graduates.*—There are at present 13 graduates working in the department as Sub-Assistant Surgeons, but it is desirable to place them in a separate class by themselves. The number of graduates that may be entertained in the department at any time will be limited to 9 in future. It is hoped that this number will be found sufficient for recruitment to higher offices, since the number of higher appointments is only 50 and some of these invariably are filled by specially qualified men admitted direct to the higher grades. The pay of the medical graduates will be Rs. 80—$\frac{5}{1}$—100. Such of the existing graduates as cannot be absorbed in the scale of Assistant Surgeons or the new scale of medical graduates will be treated as supernumeraries on a fixed pay of Rs. 80.

(iv) *Lady Apothecaries.*—The present number of Lady Apothecaries, *viz.*, 10 will be retained but their pay will be raised from Rs. 75—^{25}—150 to Rs. 75—$\frac{5}{1}$—200.

As the qualifying tests for Apothecaries have been abolished, and women with this qualification are not likely to be available for employment in future, vacancies arising in this grade will be filled by Lady Medical Graduates appointed as Assistant Surgeons, the strength of the latter being increased by a corresponding number.

(v) *Sub-Assistant Surgeons.*—With a view to better, as far as possible, the pay and prospects of Sub-Assistant Surgeons so that they may bear more favourable comparison with those of similar officers in the adjoining British Presidencies, the proposals made by the Senior Surgeon for the revision of their scale as detailed below are approved :—

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* Omitted here.

Senior Sub-Assistant Surgeons	... 6 on Rs. 90
Do do	.. 12 on Rs. 80
Sub-Assistant Surgeons	... 172 on Rs. 35-$\frac{10}{5}$-65
and after 20 years' service	... Rs. 65-$\frac{5}{5}$-70

(vi) *Passed Medical Pupils.*—The number of medical pupils in the department should at no time exceed 30. Their pay will be raised to Rs. 30.

Allowances.—Having regard to the fact that the number of officers in the higher grades of the department has been increased and their emoluments appreciably improved, the necessity for continuing such allowances as 'Personal' and 'Charge' allowances except in the case of Sub-Assistant Surgeons ceases to exist. The marginally noted allowances which are granted with reference to the costly nature or unhealthiness of certain localities in the State or for arduous or additional work devolving on officers specially deputed for the purpose or for loss of private practice will however be continued. The Senior Surgeon is requested to submit a list of places and charges to which these allowances may be sanctioned and the amount of the allowance to be granted in each case.

1. Local allowance such as (a) Resident Medical Officers' allowance (*b*) Allowance to personal Assistant to Senior Surgeon, Sivasamudram and Krishnarajasagara Works.
2. House rent allowance now in force.
3. Special allowance, *ie.*, for Palace duty.
4. School allowance.
5. Jail allowance, Mysore.
6. Ambulance allowance.
7. X. Ray allowance.

With a view to make the women's branch of the medical service more attractive, Government are futher pleased to sanction the following scale of allowances which will not be absorbed on increase of pay and will be drawn in addition to any other allowance that may be ordinarily admissible.

1. Lady Surgeons Rs. 50 per mensem.
2. Lady Assistant Surgeons or Apothecaries Rs. 30 per mensem.
3. Lady Sub-Assistant Surgeons Rs. 15 per mensem.

Financial aspect.—The financial effect of the foregoing proposals will approximately be an increase of recurring cost of Rs. 6,645 per mensem or roughly Rs. 80,000 per annum.

General.—Government hope that the arrangements now sanctioned will effectively meet the requirements of the department for some years to come. The Senior Surgeon is requested to submit early proposals for the allocation of the existing Surgeons and Assistant Surgeons in the new grades giving effect to the revision from the 1st January 1918.

G. O. No. 679-80—Med. 69-16-4, dated 13th July 1918.

Medical Scholarships.

As there is at present paucity of qualified candidates for appointment in the Medical Department, and as further the institution of the Medical Faculty in the Mysore University has been postponed, Government consider that special facilities should be afforded to candidates desirous of studying for the Degree in Medicine in the Colleges at Madras and Bombay. They are accordingly pleased to direct that the number of medical scholarships be increased to six for the next five years. The present rate of scholarships, *viz.*, Rs. 25 per mensem which was fixed years ago being inadequate, Government are pleased to direct that during the above period, the value of each of these scholarships be fixed at Rs. 40 for graduates and Rs. 30 in the case of others.

G. O. No. 1112-4—Edn. 37-18-2, dated 2nd August 1918.

Ayurvedic and Unani Systems of Medicines.

For various causes, chiefly the large expenditure it would involve, it has not been found possible to bring medical aid according to Western system within the reach of the mass of the people; and even in places where the State has provided dispensaries for giving such aid, a large number of people still resort to the Ayurvedic and Unani systems of treatment. The traditional knowledge of and systematised methods of practice in, these systems are, owing to want of adequate encouragement, becoming things of the past, fast disappearing with the old class of successful Vaidyas and Hakims. The establishment of the Ayurvedic College at Mysore has been productive of some good in that it has prescribed a regular course of training to those who are interested in the study of the indigenous system. The College is however capable of improvement in many respects. For this purpose and with a view to encourage the study of Ayurveda on modern scientific lines and thus increase its popularity and also to investigate the comparative merits of the medicines used and the methods of treatment adopted in the several systems, the various measures proposed in consultation with the Senior Surgeon and the Muzrai Superintendent are:—

(1) The grant of a scholarship for the study of Ayurveda to a graduate in Allopathy.

(2) The grant of a scholarship to an Ayurvedic Vidwan to qualify himself in the Western system of medicine.

(3) The establishment of an in-patient ward with a dozen beds in connection with an Ayurvedic Hospital to be attached to the Ayurvedic College at Mysore, with a view to a systematic record of treatment and results.

(4) The creation of a research bureau to make investigations in the indigenous systems in combination with the Western system.

On a careful consideration of all the suggestions, Government are pleased to direct that four scholarships as below be instituted for the present as a first step towards the improvement of the Ayurvedic and Unani systems.

(1) Two scholarships of Rs. 75 each per mensem in addition to cost of travelling and purchase of books, one to a graduate in Western medicine with adequate knowledge of Sanskrit to study Ayurveda in Calcutta for a period of three years and the other to a graduate in Western medicine with adequate knowledge of Persian and Arabic to study the Unani system in the Tibbi College at Delhi for a period of five years.

(2) Two stipends of Rs. 50 each per mensem in addition to cost of books and instruments and travelling expenses, one to an Ayurvedic Pandit and the other to a Unani Hakim, possessing the necessary general educational qualification in English, to study for the L. M. and S., or M. B., B. S. degree of the Bombay or the Madras University.

If for the two scholarships mentioned in (2) *supra*, no candidates with sufficient general qualifications to enter the University course is available, they may be awarded to an Ayurvedic Pandit or Unani Hakim possessing sufficient knowledge of English to undergo the Sub-Assistant Surgeon's course in the local Medical School.

These scholarships will, as a tentative measure, be granted, year after year, for a period of three years.

The question of starting a separate Ayurvedic dispensary with in-patient wards will be considered in connection with the reorganization of the Ayurvedic College.

The proposal to institute a research bureau with other allied matters is also reserved for consideration and the Muzrai Superintendent is requested to submit in consultation with the Senior Surgeon, a detailed scheme in the matter, by the end of December 1918.

G. O. No. G. 3946-49—Med. 40-17-3, dated 23rd August 1918.

SANITATION.

Town and City Inspections.

RULES TO REGULATE THE SANITARY INSPECTION OF TOWNS AND CITIES BY THE SANITARY COMMISSIONER.

1. As a general rule, every town in the State should be inspected by the Sanitary Commissioner at least once every two years. Where, however, a town is especially backward in sanitation and appears to require special attention, it may be inspected as frequently as necessary irrespective of the prescribed interval of two years.

2. The items of inspection should be as comprehensive as possible including, among other things, a detailed examination in respect of the following:—

(*a*) Efficiency of the registration of vital statistics.

(*b*) Methods adopted, facilities provided and adequacy or otherwise of funds annually allotted for the control of epidemics.

(*c*) Suitability, with reference to local needs and conditions of existing bye-laws in force under the various health clauses of the Municipal Regulation, the extent to which these bye-laws are put into practical use and the need, if any, for modifying or making additions to them.

(*d*) The precise health condition of the town as revealed by the recorded vital and dispensary statistics and as relevant to measures of sanitary improvement considered necessary.

(*e*) Principal defects in drainage, water-supply and housing conditions and

(*f*) any other item of a sanitary nature in regard to which it is desirable that the local body should take action.

3. In case the visit to a town is undertaken with a specific object, such as the inspection of the suitability of the measures being carried out to suppress outbreaks of epidemics or for giving sanitary advice in particular matters at the request of the President of the Municipal Council, the inspection need only be confined to the specific purpose in view.

4. When the town inspected happens to be a district head-quarter, the inspection of the office of the District Sanitary Officer is a matter that should receive attention. In so far as the registration of vital statistics is concerned, it is open to the Sanitary Commissioner to inspect the branch in the district or the taluk office entrusted with the work.

5. Generally, an enquiry into how far the rules issued by Government from time to time to ensure better sanitary conditions in local areas are being followed, should form an important part of the routine inspections by the Sanitary Commissioner.

6. The Sanitary Commissioner should inspect the local conservancy and other sanitary staff to see whether the staff is adequate, whether the equipment provided answers requirements, whether rules, if any, have been framed allotting duties to the staff and to ensure that they are effectively carried out, and whether such duties are exclusively those pertaining to sanitation.

7. Before an inspection visit, intimation should be given to the Deputy Commissioner who will depute the Amildar or other responsible officer to be in attendance on the Sanitary Commissioner during his inspection to afford him such help or information as he may require.

8. The notes of inspection should be systematically recorded in the Sanitary Commissioner's Office in a special register which should be maintained separately for each district. These registers will be standing records of the health conditions of every local area and the nature of the improvements recommended from time to time.

9. Within one month of the date of inspection, the results of inspection should be communicated to the President of the Municipal Council or other local authority concerned. Such communications will usually be in the form of letters, each important subject or recommendation being dealt with separately to facilitate consideration by the Municipal Council and arriving speedily at a decision of the action to be taken. The items of minor importance may be brought together in the form of a statement, detailing the defects noticed and the remedies suggested. The Municipal Council shall within two months of the receipt of the communication consider the proposals and furnish the Sanitary Commissioner with a copy of the resolution or information as to the nature of the action taken.

G. O. No. G. 1919-30 —San. 15-18-8, dated 25th July 1918.

District Sanitary Officers.

RULES DEFINING THEIR DUTIES.

1. The duties of District Sanitary Officers are chiefly the supervision of vaccination and sanitation in their districts. The following items of sanitary work should among others, claim the special attention of the District Sanitary Officer. Sanitation of schools, malaria, epidemic prophylaxes ; the completion of the cadre of Sanitary and Assistant Sanitary Inspectors; watching the progress of the working of compulsory Vaccination Regulation and suggesting the extension of the compulsory system into areas into which it has still to be introduced; suggesting measures relating to town or village improvement, water-supply, drainage, etc.

2. The District Sanitary Officer should lose no opportunity of examining the work of Sanitary and Assistant Sanitary Inspectors, whether employed in a Municipality or a taluk and report thereon to the Deputy Commissioner and the President of the District, or Municipal Boards.

3. It will be the duty of the District Sanitary Officer to personally verify as many vaccinated cases as possible in the area he inspects, with reference to the returns submitted by the Vaccinator. The results of such verification will be noted in the weekly diaries of the District Sanitary Officer. At the end of the year, a statement showing the results of verifications during the year should be submitted to the Sanitary Commissioner along with the annual Vaccination report for the District.

4. The District Sanitary Officer should give full particulars in his weekly diaries as to the number of vaccinated cases verified by him, the percentage it bears to the total number reported to have been vaccinated, the number of cases found successful with percentage to total cases inspected and any discrepancies detected in the returns as revealed by the actual inspection on the spot.

4. (*a*) In places where dispensaries are stationed and vaccination is attended to by the local medical subordinate, the District Sanitary Officer should scrutinize the registers to see whether a list of protected children is maintained up-to-date for the area and whether, with reference to this list, the progress of vaccination has been satisfactory.

5. The District Sanitary Officer should, on receipt of news of the outbreak of an epidemic disease, forthwith proceed to the affected area and personally adopt or supervise the adoption of such preventive measures as may be necessary, himself remaining in a central place in the affected area for a reasonable number of days. Should the District Sanitary Officer happen to be at headquarters when intimation of the outbreak of the epidemic is received and can conveniently interview the Deputy Commissioner, he should do so and suggest the course of action to be taken and obtain orders as to the facilities that he may require for successfully combating the epidemic. On arrival at the place, the District Sanitary Officer should submit a daily report of the progress of the measures being adopted by him to the Deputy Commissioner as well as to the Sanitary Commissioner.

6. The District Sanitary Officer should draw up every month a programme of tour for the month following in consultation with the Deputy Commissioner. He should submit his tour programme for each month to the Deputy Commissioner before the 20th of the preceding month and adopt such modifications as may be directed.

6. (*a*) The following are a few of the most important items of work that should claim the attention of the District Sanitary Officer in connection with the prevention of the spread of epedimics.

Plague.—Inoculation, selection of camping grounds, supervising the alignment of huts, providing facilities for camping out, medical aid to patients and disinfection, etc.

Cholera.—Determination of infected sources of water supply, hankinisation, providing temporary wells, conservation of uninfected sources of water supply, and medical aid.

Small-Pox.—Concentration of vaccination work in the affected area.

7. He should keep a diary showing the places visited and action taken by him and should send it weekly to the Deputy Commissioner who will return it to him with his remarks for needful action and transmission to the Sanitary Commissioner. Any special reports relating to sanitary inspection which the District Sanitary Officer may desire to send up should be forwarded to the President of the Municipal or Local Board concerned, a copy being at the same time sent to the Sanitary Commissioner.

8. In the case of *ex-officio* District Sanitary Officers, the tour programmes should be sent to the Sanitary Commissioner for information.

9. The District Sanitary Officer should endeavour to have the sanitary defects noticed in the course of his inspection remedied by carrying on the necessary correspondence with or through the Deputy Commissioner and President of the District and Municipal Boards. Suggestions made or recommendations for practical action submitted should be individually and not collectively dealt with, the initial communication on each subject being followed up by whatever correspondence may be found subsequently necessary in order to bring the matter to a final issue. The responsibility for developing the sanitary activities in the district, apart from the actual execution of sanitary schemes and programmes, rests primarily with the District Sanitary Officer.

10. In the matter of selection of site for villages, the District Sanitary Officer is expected to so arrange his tours as to attend to this work not as a duty by itself but, if possible, in conjunction with other work. The occasions on which he is required to furnish his opinion in the matter of selection of sites, are detailed in Government Order No. 6623-34—Sany. 94-12-7, dated 1st March 1913.

11. The District Sanitary Officer should avail himself of the occasions of Jatras to deliver popular lectures on communal, domestic and personal hygiene including the subjects of epidemic diseases whenever he can conveniently do so without prejudice to more important work in the district. It will be part of his work to bring home to the people a knowledge of sanitary matters and for this purpose he should lose no opportunity of delivering public lectures on health subjects. Intimation of the lectures should be given to the Revenue authorities, who will help in bringing the people together to hear lectures.

12. In the following paragraphs the nature of work to be done by a District Sanitary Officer, in respect of the villages in the area in his charge is outlined.

13. The District Sanitary Officer on inspecting a village should first of all endeavour to find out how far the rules prescribed by Government under the Village Sanitation Regulation I of 1898 to regulate the conservancy, to provide for protection of the water-supply and in other respects to improve the sanitation of the village, are in progress

and should submit in as concise a form as possible for the information and orders of the Deputy Commissioner a list of defects that have come to his notice during his inspection in regard to which immediate practical action is possible or desirable under the Village Sanitation Regulation.

14. He should inspect the Birth and Death Register and satisfy himself by personal enquiry on the spot of the accuracy of the entries made therein. In case he finds that any births or deaths are omitted, he should cause the omission to be supplied and at the same time furnish a correction slip to the Amildar of the Taluk as well as to the Deputy Commissioner's Office. He should invariably note whether the rule regarding the retention of the birth and death register in the village is strictly followed.

15. Where Village Improvement Committees have been formed, the District Sanitary Officer should endeavour to get into touch with their work and help their deliberations with his suggestions and advice. He should also wherever possible, avail himself of the influence of the Improvement Committee to address the villagers either of the village or of a group of villages, on matters relating to the prevention of epidemics and the improvement of rural sanitation.

16. One of the most important duties of the District Sanitary Officer is to ascertain from available statistics and by local enquiry the precise health condition of a town or village and in case of a marked prevalence of particular diseases in any village to determine, as far as possible, the causes that underlie it. The facts gathered should be systematically noted in a register kept for the purpose, so that in course of time useful data may accumulate on which proposals for the sanitary requirements of particular areas in the District might be based.

17. In all his dealings with the local authorities, the District Sanitary Officer should bear in mind that apart from stimulating local initiative by persuasion, his duties are purely of an advisory character and that all orders to the executive should emanate from the head of the sanitary administration in the District, *viz.*, the Deputy Commissioner and President of the District and Municipal Boards.

G. O. No. G. 4927-36—San. 24-17-9, dated 5th September 1918.

EDUCATION.

Backward Classes.

PRINCIPLE OF DISTRIBUTION OF SCHOLARSHIPS.

Government note that the statement contained in the opening sentence of Inspector-General's letter, *viz.*, "that certain backward communities, a list of which is herein enclosed, were not given a single scholarship during the year 1917-18, because on strict application of the rule on the basis of population in accordance with para 6 of Government Order No. 8940-90-- Edn. 96-16-12, dated 8th May 1917, they were found to be ineligible," is not correct. Many of the communities included in the list sent by the Inspector-General were entitled to scholarships on the strict population basis.

Government are of opinion that in the cases of very small communities it is not possible to reserve scholarships for their benefit in the way suggested by the Inspector-General without interfering with the numbers to which the larger communities are entitled.

Taking the backward classes population of the whole State it is found that one scholarship will be available for every 3,548. Government are of opinion that for the purpose of scholarships for which the whole State is the unit area, it will be right to treat all communities having a population of less than this number as one community and to allot to this group of communities its proportionate number under the rules. For scholarships for which the district and taluk are the unit area, a similar principle should be applied, *viz.*, all communities for which on the population basis strictly applied even one scholarship will not be admissible should be combined and this combined group allowed the required number on the population basis.

The rule referred to above may be taken as one which should be generally followed as far as possible. The University Council and the Inspector-General of Education in the case of 1st and 2nd grade scholarships, respectively, the District Committees in the case of 3rd grade scholarships and the Taluk Progress Committees in the case of 4th and 5th grade scholarships should however be at liberty to use their discretion to depart therefrom for recorded reasons considered adequate by them. Doubtful cases should be referred to Government for decision.

G. O. No. 102-50—Edn. 42-17-120, dated 3rd July 1918.

Public Instruction.

A QUINQUENNIAL REVIEW OF PROGRESS.

With a view to take stock of the educational work done so far and to lay down the general principles that should guide educational advancement in the future, Government directed in 1916 the preparation of a review of educational progress during the five years from 1911 to 1916. The present review prepared in accordance with that order is the first of its kind in the State. It contains also brief retrospects of the development of education from 1854 and makes an almost complete survey of the history of education in the State since that year.

2. A table is appended to this review showing the increases during the quinquennium in the numbers (1) of institutions of different kinds and grades, (2) scholars under instruction and (3) expenditure incurred on education. The figures reveal a record of steady and substantial progress in all directions.

3. The most noteworthy features of the educational development in the State during the five years under review are the following:—

(i) The establishment of the University of Mysore.
(ii) The introduction of the Secondary School-Leaving Certificate Scheme in secondary schools.
(iii) The expansion of Primary Education and the introduction of Compulsory Elementary Education.
(iv) The development of Technical Education and of practical instruction in the general schools.
(v) Provision of facilities for the education of adults.
(vi) Encouragement of Female Education.
(vii) Promotion of education among the Mohammedans and specially backward classes.
(viii) Improved facilities for the training of teachers.
(ix) The educative work of the Mysore Economic Conference.

4. *The Mysore University.*--The University of Mysore came into existence only at the close of the quinquennium under review. It approximates to the modern teaching and residential type with special features suited to the conditions in Mysore.

5. *Secondary Education.*—A notable feature of the Secondary School-Leaving Certificate Scheme here as elsewhere, is the inclusion of a "modern side" in the curriculum of studies, intended to fit students for a business life and the public service. A sufficiently large number of students have not however taken to these courses yet, but a change for the better is making itself visible.

6. *Primary Education.*—Perhaps the most important educational reform in the quinquennium was the introduction of compulsion in primary education by the passing of the Elementary Education Regulation of 1913. The Regulation was at first introduced only into the cities and larger towns, was gradually extended to all taluk headquarter stations and many large villages, and is now in force in 238 places. Recently, upon repeated suggestions by the people

in the Representative Assembly and elsewhere. Government have extended the operation of the scheme to girls in the cities of Bangalore and Mysore. The general attitude of the people towards this new measure has been one of genuine sympathy and co-operation. The further development of the scheme is, however, likely to be limited by the difficulties in the way of providing adequate funds and Government look forward to further co-operation from the people in finding the funds necessary for the complete extension of the scheme.

7. With a view to increase the number of private institutions for primary education, the provisions of the grant-in-aid code were made more favourable, yearly grants on the basis of results being replaced by monthly disbursements according to the needs of the institutions. This led to the opening of over 2,150 Aided Primary Schools during the quinquennium and their number is constantly on the increase. This encouragement of private schools has engendered a spirit of self-help and stimulated among the people considerable interest in matters educational.

To provide for the efficient inspection of these schools, the inspectorate was strengthened in 1915. A new class of Inspectors styled "Educational Supervisors" was also instituted to assist the existing Inspectors.

Government note that the paucity of trained teachers has prevented the raising of the standard of instruction given in these schools to the desired extent. Further, a large proportion of the children in these village schools leave them after receiving a very elementary course of instruction. Efforts should be redoubled in future not only to increase the supply of trained teachers but also to extend appreciably the average length of a pupil's school life, which is now only about four years, so that he may learn something more than the three R's.

8. *Technical Education.*—With the object of improving the arrangements for technical education, Government appointed in 1910 a Special Committee which submitted its report in September 1912. As a result of their recommendations a Mechanical Engineering School was established at Bangalore and the Engineering and the Industrial Schools at Mysore were combined and developed into the present Chamarajendra Technical Institute. Provision was also made for imparting Commercial education both in Mysore and Bangalore. The Industrial schools already in existence were improved and new ones started at District headquarters.

To give a practical bent to the lower grades of literary education, Government sanctioned also in 1915 a scheme for imparting elementary practical instruction in the Elementary and Anglo-Vernacular Schools.

9. *Education of Adults.*—Side by side with the education of boys and girls, adult education also has received special impetus during the quinquennium. As many as 566 schools were started for this purpose and the number of pupils under instruction was 11,135. But large as the progress has been, it is by no means anything like

adequate. Government see no reason why, as an adjunct to every day-school, a night-school or a continuation class for adults should not be organised at very little expenditure and they look forward to rapid development in this direction in the next few years.

10. *Education of Girls and Women.*—During the quinquennium, the number of institutions for the education of girls and women increased by 79 per cent and the percentage of pupils under instruction to the population of school-going age rose from 5·5 in 1910-11 to 9·7 in 1915-16. It is gratifying to note that this measure of progress has been possible, in spite of social and other difficulties. The classification of scholars by grades shows however that a large majority of girls are in the primary stages of education, and that the figures show a considerable fall in the secondary grade and an even more noticeable decrease in the collegiate grade. A large increase in these grades is however necessary both to ensure an adequate supply of qualified lady teachers and doctors for whom there is an ever increasing and insistent demand, and also to bridge the gulf that exists between the hopes, aspirations and ideals of the two sexes due to disparity of educational equipment.

A determined effort in this direction is necessary and Government would bespeak the co-operation of the public in this cause.

11. *Education of Special Communities.*—The Mahomedan community and the backward classes among the Hindus have also benefited by the increased educational activity of the quinquennium. The number of institutions for Mahomedans and specially backward classes and the number of scholars in them during 1910-11 and 1915-16 were as follows:—

	1910-11		1915-16	
	Number of Institutions	Scholars	Number of Institutions	Scholars
Mahomedans ...	310	14,182	530	21,851
Backward Classes...	106	2,838	287	7,115

In order to enable all such classes to participate in an increasing measure in the benefits of higher education, Government have set apart one lakh of rupees for giving scholarships to students belonging to them.

Special efforts are also being made to improve the depressed classes. A boarding school has been opened for the benefit of Panchamas in Mysore and proposals for starting another boarding school at Tumkur have been sanctioned. A special allotment of Rs. 25,000 has been sanctioned for the provision of buildings and another of Rs 50,000 has been made for opening new schools.

12. *Training of Teachers.*—Though the supply of trained teachers is still by no means adequate, this branch of educational activity has not been neglected. To provide facilities for more extensive training of teachers, more normal schools were started in 1914 and the whole scheme of normal training was re-organised. The number of normal institutions rose from 3 to 7 and that of teachers under training from 177 to 431. In addition to these, special vacation classes for training teachers were also held in various centres. Further increased provision is however necessary and the necessary steps are being taken, as rapidly as practicable.

13. *Education and the people.*—The large measure of educational progress above reviewed would not have been possible but for the hearty co-operation of the people. The policy of expansion adopted by Government has been greatly furthered by the active help of the people which has been evinced in many ways. Liberal endowments have been forthcoming for the institution of scholarships and prizes and for building school houses and hostels. They have also helped by starting new schools and increasing the attendance in existing schools, made gifts of lands for play-grounds and school gardens, and provided furniture and other equipments. A large amount of honorary assistance has also been offered in the shape of service on School Committees. To all those who have aided the progress of education in these many ways, His Highness' Government take this opportunity of conveying their lively appreciation.

14. Government wish also to take this opportunity to acknowledge the signal service rendered by the Education Committee during this quinquennium. Many of the improvements introduced and the large developments that have taken place in the various grades of education were greatly facilitated by the interest and enthusiasm displayed by the Education Committee in the investigation and working out of schemes ; and that body with the District Committees has been mainly instrumental in enlisting the co-operation of the people in the cause of education. To the Committee's labours are due in a large measure the introduction of the Compulsory Education Regulation and the expansion of primary education by other means, the opening of vernacular High Schools, the development of adult and normal schools, the starting of the Panchama Boarding School at Mysore, the establishment of the hostel attached to the Maharani's College, the starting of the Karnataka Parishat, the opening of the Public Libraries at Bangalore and Mysore and the development in the earlier stages of the idea of a University for Mysore.

15. During almost the whole of this quinquennium, the immediate control of the Education Department vested in Rajakarya-prasakta Rao Bahadur M. Shama Rao. On him and his assistants, officers and subordinates devolved the onerous task of translating into action the various reforms effected and schemes sanctioned during the period. The Department has responded enthusiastically to their ever increasing and heavy responsibilities and Government have already more than once commended their work. They desire once more to record on this occasion their high appreciation of the valuable services rendered by Mr. Shama Rao and his staff during the period under review. The zeal and industry displayed by Mr. M. Venkatesa Iyengar in preparing the Review deserves commendation.

16. Government desire to conclude this review with an expression of hope that the results so far achieved will of themselves give a strong impetus to future progress and that the new Mysore University which is showing signs of robust life will also help to raise the volume, variety and standards of education in the country.

ANNE

Kind of institution, etc.	Number of institutions on			
	30-6-11	30-6-16	30-6-17	Increase
I. *Public Institutions for Males*—				
Arts Colleges—				
English	2	2	2	...
Oriental	4	4	4	...
Professional Colleges—Engineering ...	...	...	...	...
Teaching ...	...	1	1	1
High Schools	14	19	20	6
Middle Schools	211	253	280	69
Total Secondary Schools	225	272	300	75
Primary Schools	1,866	4,512	6,337	4,471
Total Institutions for General Education...	2,097	4,780	6,644	4,547
Institutions for Special Instructions—				
Normal Training	3	6	7	4
Industrial Schools	19	25	24	5
Sanskrit Schools	41	48	53	12
Practical Institution Classes ...	...	30	90	90
Agricultural Schools	...	2	2	...
Kindergarten Schools	1	1	1	...
Commercial Schools	2	4	4	2
Engineering Schools	1	2	2	1
Schools for defectives	2	2	2	...
Public Institutions for Females—				
Arts Colleges	1	1	1	...
High Schools	2	5	5	3
Middle Schools	76	95	106	30
Total Secondary Schools	78	100	111	33
Primary Schools	211	418	490	279
Total Institutions for General Education ..	290	519	602	311
Institutions for Special Instruction ...	3	6	5	2
Total Public Institutions for Males and Females	2,460	5,436	7,436	4,976
II. *Private Indigenous institutions receiving no Government aid*—				
For Males	1,806	1,817	1,759	—47
For Females	1	5	5	4
Total ...	1,807	1,822	1,764	—43
Total of Public and Private Institutions...	4,267	7,258	9,200	4,933
III. Scholarships in the State	...	...	...	...
Do outside the State	...	...	...	...
Do outside India	...	...	...	...
IV. *Total Expenditure on Education* including Direction, Inspection, Buildings, etc. ...	...	...	...	...

G. O. No. 2211-60—Edn. 19-16-14,

XURE.

Number of scholars on				Expenditure in rupees for the year ended			
30-6-11	30-6-16	30-6-17	Increase	30-6-11	30-6-16	30-6-17	Increase
437	720	589	152	1,53,279	1,97,883	2,24,120	71,841
190	204	193	3				
...	...	...	...	..	...	...	...
...	6	6	6	...	5,417	11,196	11,196
3,401	5,539	5,941	2,541	1,63,835	2,11,539	2,34,362	70,527
26,187	33,327	37,380	11,193	2,42,630	2,91,474	3,61,874	1,19,244
29,588	38,866	43,321	23,733	4,06,465	5,03,013	5,96,236	1,89,771
64,956	1,41,186	2,14,685	1,49,279	2,85,710	53,779	6,23,395	3,37,685
95,171	1,80,976	2,58,784	1,63,613	8,45,454	12,44,092	14,54,947	6,09,493
177	368	431	254	34,601	63,595	71,415	1,12,975
1,121	1,417	1,526	405	94,165	97,829	1,15,442	
1,371	2,078	2,357	986	...	...	...	
...	909	3,107	3,107	...	832	...	
...	27	40	...	...	9,386	8,602	
15	40	14	—1	5,847	6,449	6,770	
101	355	400	299	20,107	32,748	33,175	
4	208	205	165	7,839	30,912	40,130	
32	56	65	33	...	...	...	...
7	4	4	—3	8,807	9,003	8,778	—29
34	73	68	34	12,860	19,996	20,338	7,478
7,194	11,338	12,951	5,757	1,01,544	1,57,362	1,60,551	59,016
7,228	11,411	13,019	5,791	1,14,405	1,77,358	1,80,889	66,484
9,848	16,972	21,771	11,923	65,785	1,00,035	1,26,775	60,990
17,083	28,387	34,794	17,711	1,88,997	2,86,396	3,16,442	1,17,445
138	170	215	77	5,150	5,453	5,498	348
1,15,249	2,14,397	3,01,948	1,86,699	12,02,160	17,77,692	20,52,421	8,50,261
22,887	24,610	23,673	786	...	...	...	...
17	105	97	80	...	...	...	...
22,904	24,715	23,770	866	...	...	...	...
1,38,153	2,39,112	3,25,718	1,87,565	...	...	...	...
...	...	...	...	1,13,474	96,871	1,10,530	—2,944
...	...	...	...				
...	...	..	...	...	...	...	...
...	...	...	...	18,79,133	27,85,328	32,97,561	14,18,428

dated 6th September 1918.

PUBLIC WORKS.

Scientific distribution of water under Tanks.

It has been under the consideration of Government to formulate a scheme for educating the raiyats in proper methods of water distribution below their tanks. The appended note drawn up by the Chief Engineer for Irrigation outlines a scheme for actually helping the cultivators by working with them to adopt the methods of economic distribution.

The cost of the scheme is estimated at Rs. 1,500, and represents the pay of the special establishment to be detailed for the purpose.

The proposals made in the note are practical and are approved.

As the establishment required will be told off from the sanctioned scale as far as possible, sanction to additional expenditure will be accorded on receipt of a statement of the amount actually required.

The Executive Engineer, Irrigation Division, should submit a report in due course as to how the scheme has been working and obtain sanction for its further continuance at the end of June 1919.

The officers of the Revenue Department are requested to co-operate with the Executive Engineer, Irrigation Division, to ensure the successful working of the scheme.

ANNEXURE.

SCHEME TO POPULARISE SCIENTIFIC REGULATION AND DISTRIBUTION OF WATER.

Object.—The object of this note is to outline a scheme for demonstrating scientific distribution of water to the cultivators, on the spot, by a staff of the Irrigation Division, specially trained for this purpose.

2. *General and Preliminary.*—The results of the working of the tanks under the Irrigation Division are so far satisfactory enough, but the scientific method, in regulation and distribution, yet remains to be perfected. Correct adjustment of supply to demand, detection and reduction of wastage to a minimum supply by rotation, the tatils being arranged to correspond to the intervals at which the crops require water, are some of the directions in which the working has to be perfected. These activities are as yet confined only to the limited sphere of the Irrigation Division. It is not possible to bring an appreciable number of tanks under the direct control of the Division; but it is quite practicable to improve a large number of them by the introduction of a rational system of distribution. Pamphlets and bulletins

have their own usefulness, but they cannot go very far. What is wanted is actual demonstration on the spot, to appeal to the cultivator.

3. *Scheme outlined.*—With this object in view, a staff consisting of an inspecting subordinate and two trained manegars, specially trained for this purpose, will be deputed to visit a number of tanks in each District. They will spend a fortnight in each place, study the local conditions on the spot and show to the cultivators by actual working, what may be done by proper regulation and economic distribution.

4. *Scope of work.*—The duties of this party will consist of, to start with:—

1. Setting up necessary gauges to ascertain the level and quantity of water available.
2. Adjusting the supply of water to the demand.
3. Detecting and minimising wastage.
4. Ascertaining the duty of water, as it is, and as it ought to be.
5. Working out a system of equitable distribution, so as to balance the advantages, between the head and tail reaches.

5. *Staff.*—The Executive Engineer, Irrigation Division, will depute one or two parties at once for this purpose.

6. *Programme of work for the next four months.*—Three tanks in each of the Districts of—

Bangalore	Tumkur
Kolar	Mysore

or 12 in all will be taken up for operation. The working will be carefully watched; and a report embodying the results will be submitted at the end of the period. The selection and working of the tanks will be done in consultation with the Deputy Commissioners concerned.

7. *Conclusion.*—It is expected that, by adopting this method, a large number of tanks may derive appreciable benefit. The Irrigation Division will always keep a trained staff. Any tank panchayat or body of cultivators may apply and get the services of this staff to instruct them in the management of their tank and distribution of water in general, or to solve out any special difficulties they may have in their tank irrigation in particular.

G. O. No. P. W. 2160-73—M. 11359-72, dated 21st September 1918.

LOCAL SELF-GOVERNMENT.

Correspondence by or with Municipal Councils.

In supersession of the existing orders, Government are pleased to lay down the following instructions in the matter of correspondence by or with Municipal Councils not otherwise provided for in the Regulation.

1. Correspondence by or with Municipal Councils shall be conducted through their respective Presidents.

2. Correspondence between the Government and a City Municipal Council shall be carried on direct. A City Municipal Council may carry on direct correspondence with Heads of Departments and District Boards.

3. (i) Correspondence between a Town Municipal Council and Government or Officers of Government shall pass through the Deputy Commissioner of the District in which the Municipality is situated.

(ii) Correspondence addressed to Government shall be submitted by the Deputy Commissioner with his opinion or remarks, if any, in a forwarding letter.

4. A minor Municipal Council should address the Deputy Commissioner on all matters on which orders are desired. The Deputy Commissioner will dispose of the reference if he is competent to do so, and if not, will, after such further correspondence with the Municipal Council as may be necessary, submit the reference to Government with his opinion or recommendation.

G. O. No. 250-9—Ml. 44-18-1, dated 3rd July 1918.

Bangalore City Improvement Works.

FORMATION OF A SPECIAL DIVISION TO SUPERVISE THE WORK.

The President, Municipal Council, Bangalore City, solicits sanction to the resolution of the City Improvement Committee, dated 21st January 1918, approving of the formation of a Special Division under Mr. J. E. A. D'Cruz, Executive Engineer, with the requisite staff for the supervision of the undermentioned sewerage and City Improvement works and stating that only such staff as is absolutely necessary to replace the present temporary establishment will be entertained in the first instance, to be subsequently augmented as necessity arises and as more works are taken up from time to time:—

I. Sewerage Works.

1. Main sewer.
2. Sewerage of No. 1 Division area.
3. Storm water drain.

II. Improvement Works.

1. Industrial suburb.
2. Extension to the east of Fort centre road.
3. Town Hall and Municipal offices.
4. New Market.
5. Continuing the Kitchetty Chattram road.

During 1918-19	...	2 lakhs.
,, 1919-20	...	4 ,,
,, 1920-21	...	3 ,,

Government have already approved of a revised programme for the City Improvement Works and have promised their share of contribution towards the cost thereof, aggregating nine lakhs of rupees, to be paid during the next three years as noted in the margin. The drainage scheme of the City has been reserved for separate consideration and till orders are passed thereon the question of the sewerage works referred to above does not arise.

1. Town Hall and Municipal Offices.
2. New Market.
3. Continuing the Kitchetty Chattram road.

During 1918-19, the Municipal Council provided a sum of 3 lakhs including the above contribution of 2 lakhs for the execution of the marginally noted three works.

The formation of an Industrial Suburb and of a new extension to the east of the Fort centre road are also two more works which the Municipal Council may take up during 1918-19.

In view of the large expenditure involved, Government consider that a Special Division is necessary and they are accordingly pleased to accord sanction to the President's proposals for the formation of a Special Division subject to the following modifications:—

(i) In view of the fact that sewerage works are not to be commenced, the appointment of an Assistant Engineer does not seem immediately necessary at least for the next six months. If it is however found necessary later on, the application may be renewed and sanction obtained.

(ii) The portion of the staff that is not immediately required on account of the non-commencement of the sewerage works may be intimated early, but this need not delay the immediate entertainment of the staff required to start the works already sanctioned.

(iii) All appointments to the technical staff may be made in consultation with the Chief Engineer.

(iv) The Special Division is sanctioned for a period of two years from the date of this order. If its further continuance is found necessary, a report should be submitted six months before the period of the present sanction expires and fresh sanction obtained.

G. O. No. 1986-8—Ml. 91-17-15, dated 3rd August 1918.

MISCELLANEOUS.

Publicity Board.

The Government of His Highness the Maharaja consider that there is urgent need for the adoption of measures on a larger scale than at present, for the development of War propaganda, for the dissemination of accurate news of the course of the War and contradiction of mischievous rumours and reports and for the publication of advertisements and notices impressing upon the public the need for increased supplies of men and money for War purposes and the imperative necessity for their affording assistance in every way possible.

In British India, Publicity Committees are being formed for doing such work, but Government consider that here the duties referred to above may well be assigned to the Central Recruitment Committee which is already engaged in work connected with the War. The said Committee will be treated as the Publicity Committee for Mysore.

For the dissemination of correct news, the Committee may avail itself of the assistance of the officers of the Education Department.

To carry out efficiently the object in view, cinema exhibitions, circulation of newspapers, delivery of lectures and the posting of large bills may, among other means, prove useful.

Arrangements will be made for the Central Recruitment Committee corresponding direct with the Central Publicity Committee at the headquarters of the Government of India to obtain information as to the activities of similar Committees in other provinces and allied matters.

The Central Recruitment Committee is requested to submit an estimate of the probable cost, recurring and non-recurring, required to work out a scheme designed to meet the objects indicated above.

G. O. No. G. 1062-112—G. M. 668-17-2, dated 17th July 1918.

Controller of Civil Supplies and Prices.

In view of the growth in the volume of work connected with the control of Civil Supplies, Prices, Tanning Materials, etc., Government consider that the Director should be a whole-time officer in intimate touch with the various commercial interests in the State. The normal activities of the Commercial Section of the Industries and Commerce Department are calculated to bring that office into close association with merchants and manufacturers and Government consider that there are many advantages in entrusting to that Department the special work that has now to be done in consequence of the conditions created by the War. They are accordingly pleased, in modification of the arrangements already made, to appoint Mr. Ranganatha Rao Saheb, as Director of Civil Supplies, Controller of Prices and Controller of Tanning Materials, in addition to his duties as Deputy Director of Commerce.

The arrangements will, for the present, be temporary up to the end of the current financial year.

G. O. No. G. 2323-73—P. P. 6-18-10, dated 31st July 1918.

Control of the export of principal food-grains from the State.

It has been brought to the notice of Government that large quantities of food-grains are being exported from the State by road especially from the frontier taluks of the Mysore, Shimoga and Chitaldrug Districts. The south-west monsoon having so far failed this year, the situation has become one of some anxiety. Added to it, is the difficulty caused by the rise in the prices of food-grains. There are also impediments to the free import of articles of food from outside the State on account of the congestion in Railway traffic.

Paddy, Rice, Ragi and Cholum.

Government therefore consider it necessary to control the unlimited export of the principal food-grains so as to guard against a possible depletion of stocks required for use in the State. They are accordingly pleased to direct that the export of the marginally noted food-grains from the State shall be permitted only under licenses issued therefor by the Deputy Commissioners of Districts or other officers authorised by them, such as, Sub-Division Officers in the case of exports by road, and on licenses issued by the Director of Civil Supplies and Controller of Prices in Mysore in the case of exports by rail. The licenses will be issued by the officers after they are satisfied that the export is urgently required at the place of import, that it is not abnormal and will not act prejudicially to the interests of the locality of export or of other parts of the State to which food-grains were usually transported therefrom in the past.

To watch against unauthorised export of such articles and also with the object of securing correct statistics of exports and imports by road, it will be necessary to locate *Ookads* with necessary establishments at the frontier on all the principal highways leading outside the State and the Revenue Commissioner is requested to take immediate steps to establish such Ookads.

The Revenue Commissioner is requested to impress on all the local officers the need for the exercise of great tact in dealing with the situation.

G. O. No. G. 2714-26—P. P. 66-18-1, dated 6th August 1918.

Export of food grains under licenses.

Rice, Paddy, Ragi, and Cholum.

With reference to Government Order No. G. 2714-26—P. P. 66-18-1, dated 6th August 1918, directing that the export of the marginally noted food-grains from the State should be permitted only under licenses issued therefor, the following subsidiary instructions are issued regarding the principles to be followed in the matter of granting licenses:—

(1) Exports should be pemitted only to the extent absolutely necessary but not in excess of the volume normally exported in previous years, as far as it can be ascertained by local enquiry or otherwise.

(2) The export should be restricted to the quantity actually collected and got ready for export.

(3) Exports should be made within a week of the issue of licenses, after which the licenses will have no effect.

(4) As there appears to be an impression that trade in *Santhes* is prohibited, it should be widely made known that no such restriction exists and that trade may be carried on as freely as usual. Only large exports to places *outside* the State are brought under control.

(5) No licenses need be required for quantities not exceeding one palla at any one time.

(6) Licenses for export by road will be issued in the appended Form A.* They will be printed in *Kanarese* in *triplicate* and machine numbered. One copy will be retained in the office of issue, another copy will be sent to the applicant and the 3rd copy to the frontier *Ookad* from which the export is allowed. The license will not be transferable. The licensee should present the license along with the consignment at the frontier *Ookad* Station concerned. The *Ookad* staff will roughly verify that the quantity exported does not exceed that set forth in the license and allow the consignment to pass. One copy (duplicate) of the license will be filed in the Ookad with the date of the transmission of the consignment noted thereon and the other copy (triplicate) with a similar endorsement returned to the office of issue Consignments which are not covered by licenses should not be allowed to pass, but the owners or persons in charge thereof should be asked to obtain the necessary license therefor. Care should be taken to see that no unnecessary obstruction to traffic or oppression to people is caused by the Ookad staff. The Amildars of the taluks concerned should devote particular attention in this respect and pay surprise visits to the Ookads and check the work there. Complaints received should be enquired into without any delay and suitable notice taken of the conduct of the delinquents.

(7) Deputy Commissioners of Districts are requested to furnish in Form B* a fortnightly return of licenses issued by them and the officers authorized by them to the Director of Civil Supplies within a week of the close of the fortnight. The latter officer will submit a

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* Omitted here.

consolidated statement to Government within a week thereafter, incorporating therewith the statistics regarding licenses issued by him for export by rail.

(8) It is very essential that the returns prescribed should be submitted with the greatest regularity and punctuality as no useful purpose will be served by the receipt of belated reports. The Revenue Commissioner will exercise a general supervision over the arrangements made and the establishments employed in the districts for this purpose.

Cir. Memo. No. 4013-23—P. P. 66-18-8, dated 24th August 1918.

Control of prices.

PRESS COMMUNIQUE ISSUED BY THE DIRECTOR OF CIVIL SUPPLIES.

It is proposed to issue, in future, a brief Press Communique, once a week, from the Department of Civil Supplies, with a view to inform the public of the action taken to help the movement of food-grains to the important markets in the State and to prevent the tendency towards undue inflation of prices. The situation will be dealt with in some detail in the present review, being the first of its kind.

The prices of food-grains have risen to an abnormal extent all over the State since the commencement of this year. This is largely due to the fact that while the outturn of crops during the previous year was below normal, export from the State was much above the average. The difficulty of obtaining wagon facilities for replenishing stocks has increased day by day, and the situation has been further aggravated by the failure of the South West Monsoon, practically all over South India. Within the last one month the prices of food-grains, particularly of Ragi, attained a further increase of 25 to 30% owing to the extraordinary activities of export merchants who purchased the grain all over the State for import into the Bombay Presidency, where the ruling prices are sufficiently high to enable them to realise a handsome profit.

With a view to check this wholesale depletion of stocks, Government were obliged to issue a Notification, on 6th August 1918, bringing under control the export of some of the principal food grains, both by rail and by road. Under this notification, normal exports outside the State are permitted only under licenses issued (1) by the District Officers in the case of traffic by road and (2) by the Director of Civil Supplies in the case of traffic by rail. The issue of this notification was, however, insufficient to provide a complete remedy as large stocks were being accumulated at the frontier stations, particularly, at Davangere, and the wholesale buying up of grain all over the State was not checked. The Director of Civil Supplies has recently arranged with the Madras and Southern Mahratta Railway authorities to prohibit all inter-station traffic in food-grains, except under certificates, and the Railway have promised co-operation in all the measures taken by Government to prevent unauthorised traffic and it is expected that the situation will gradually improve in consequence.

In view of rumours caused by exaggerated reports of the recent riots at Madras, Government have considered it necessary to allay public anxiety by fixing a maximum price for the sale of Ragi in Bangalore and Tumkur Districts at Rs. 50 per cart-load, and they further propose to fix the maximum price for paddy in the Mysore District at Rs. 14 per kandaga. Depots for sale of Ragi at 12 seers a rupee have been opened in several parts of Bangalore City and similar Depots will soon be established in Mysore City as well. All action has been taken in Bangalore in consultation with, and the full co-operation of a committee of merchants dealing in food-grains. Similar committees are being established at Mysore and Davangere also. It will probably be some time before the results of the action taken are reflected in the prices of the chief food-grains in the mofussil markets of the State, but, there is every reason to hope that unless the North East Monsoon also proves a failure, the prices of food-grains will be reduced.

The measures taken for the control of the price of kerosene oil in the State have largely reduced the high prices that prevailed before any action was taken. It is, however, to restrict consumption in view of the fact that the supplies of oil are about one-half to two-thirds of what they were in normal times. The Director of Civil Supplies has been holding meetings, periodically, with the Sub-Agents of the several Oil Companies doing business in the State and they have recognised their duty to ensure equitable distribution of such oil as they receive. The proceedings of the meetings held will shortly be published for general information in order that the public may be acquainted with the arrangements made for the distribution and sale of oil. The Director of Civil Supplies will also take steps to publish weekly statements in the Gazette, showing particulars of the receipt and distribution of oil in the various Sub-Agencies in the State together with the prices at which the diffierent grades of oil have been arranged to be sold.

The question of control, and the reduction of the prices of cotton cloth is an exceedingly complicated one. Information regarding the quantities of cotton cloth consumed in the State, together with samples, is being collected and will be forwarded to the Conference of the Government of India concerned with this subject. Government consider that no isolated official action can be taken in regard to this matter except on lines adopted by the Imperial Government. Meanwhile, they hope that public spirited citizens, all over the State, will emulate the example of some of the prominent merchants of Bangalore City, who have opened a cloth shop in Bangalore City, in which common cloth is sold about 20 per cent cheaper than the ruling market rate.

PART II.

Books, Pamphlets, etc., issued by Government Departments (Mysore).

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The Mysore Recruitment Bulletin.

The second issue of the Bulletin was published during the quarter. A brief description of the Bulletin has been given in the previous number of this Journal. The bulletin is profusely illustrated.

Department of Mines and Geology—Records, Volume XVI-1917.

This volume of the Records contains the Report of the Department for the year 1916-17. It is priced one Rupee.

The Mysore Economic Conference.

Publications of the District Committee, Chitaldrug.

1. Essential statistics of the Chitaldrug District for the year 1916-17.
2. Consolidated return of village statistics.
3. List of major and minor wants of the Chitaldrug District.

Publications of the Education Committee.

1. What has the Education Committee done?
2. A summary of proceedings, resolutions of the Conference and orders of Government during 1911-1917—Volume I.
3. Extracts from recent presidential addresses on subjects connected with Women's Education.
4. Functions of District Committees.
5. Courses and careers for Mysoreans.

PART III—EXTRACTS.

AGRICULTURE.

Agricultural Department.

GOVERNMENT REVIEW ON THE ANNUAL REPORT FOR 1917-18.

[Madras.]

The four cocoanut stations in the South Canara District, the sheep and seed farm in the Alur Taluk of the Bellary District, and the potato seed farm at Nanjanad in the Ootacamund Taluk of the Nilgiri District, commenced regular work during the year. A sub-station near the Palur agricultural farm for testing varieties of ground-nut and a demonstration farm near Gudiyattam in the North Arcot District were sanctioned; and the sugar-cane breeding station at Coimbatore was extended by the acquisition of 6·04 acres of land. The site for the location of the Government cattle farm in the Ongole tract was selected in the Chintaladevi village, Kavali Taluk, Nellore District, and preliminaries for opening the farm have been put in hand. At this farm the problems connected with the scientific breeding and rearing of cattle will be investigated in a systematic manner and measures will be devised to improve and preserve the best strains of indigenous cattle. The importance of improving the breed of cattle in a purely agricultural country cannot be overestimated. The Government trust that agriculturists and large cattle-owners will interest themselves in the working of this farm and co-operate with the officers of the department in making the scheme a success.

The year under review witnessed the passing out of the Agricultural College of the first batch of diplomates under the revised curriculum inaugurated in June 1914, all the eight students who appeared for the examination coming out successful. In the Agricultural or first two years' course 32 students passed, the percentage of passing being 94, against 72 and 76 in the two previous years. The results are creditable to the staff of the college.

The Government regret to note the decrease in the number of applicants and the deterioration in the average quality of the students selected for the college in 1914. This is attributed to the introduction of certain changes in the Intermediate Examination of the Madras University. The Director remarks that "there is very little demand as yet for agricultural education for its own sake". The maintenance of the college and the central farm cost about 2½ lakhs of rupees in 1917-18 and the Government find it difficult to believe that, in a province in which seventy per cent of the population depend on agriculture for their subsistence, the desire for improved and scientific knowledge of agriculture is so poor.

The season at most of the agricultural stations was not very favourable, though little harm was done to the experiments except at Hagari and Manganallur. Experiments with exotic varieties of sugar-cane were continued at Anakapalle, Samalkota, Palur, Coimbatore and Taliparamba. The area under this crop is steadily increasing in South Arcot and South Canara. The experiments in spacing and in the economic tranplantation of paddy at Coimbatore justify the action of the department in advising the raiyats to reduce their seed rate per acre. The experiments at Samalkota corroborate the view of the local raiyats that late transplantation results in poorer yield. Valuable results have been obtained from the experiments in paddy manures. The most satisfactory feature, however, of the year's work is the successful consummation of the efforts of the department to replace the local mixed types of cotton in the Tinnevelly tract by pure improved strains. It is calculated that the raiyats benefit by this achievement to the extent of nearly 50 lakhs of rupees per annum.

The experiments, both cultural and manurial, on dry grains, groundnut and pepper, were continued and increased attention was paid to the growth of fodder crops and to the study of indigenous grasses.

The most noticeable features of the working of the sugar-cane station were the improvement of the method of selecting seedlings for further trial, the shortening of the period of preliminary testing of seedlings, a diminution in the cost of raising seedling and the simplification of the methods of analysis.

The year was marked by the development of close and systematic co-operation between the Agricultural and Co-operative Departments and it is hoped that useful results will ensue from this coordination of the activities of the two departments most intimately concerned in the work of rural development.

ANNEXURE.

ANNUAL REPORT OF THE DIRECTOR OF AGRICULTURE FOR 1917-18.

Inspector of Agricultural Offices.

The Inspector of Agricultural Offices audited the accounts of some 14 offices, besides seed depots. His reports were of great value in keeping me in touch with the condition of subordinate offices, which are now very numerous. The Inspector of Agricultural Offices is taking up the matter of the preparation of a departmental code in which all standing orders and instructions can be embodied.

Agricultural Education.

Both in number of applications and in quality this year marks a distinct falling back. The only reason that can be assigned for this is the fact that it coincided with the change in the Regulations by which candidates may now take the Intermediate Examination of the University of Madras piecemeal. This points to the fact that youths who think that they have any chance of passing the Intermediate and so eventually qualifying as B.A.'s do not usually come to the Agricultural College which, I am afraid, is true. There is very little demand as yet for agricultural education for its own sake, and the Agricultural College is looked on as a cheap way into Government service if the main way through the University fails.

As in last year, lectures on diarying were given by the Deputy Director of Agriculture, Live-stock, lectures on the principles of land revenue, settlement and administration were given by myself and my personal assistant, and lectures on forestry by the Principal of the Forest College.

During the year, the Government sanctioned, as an experimental measure, the opening of schools at the Coimbatore, Palur and Anakapalli farms for providing elementary education for juvenile and adult labourers. In these schools the boys employed on the farm will be given three hours' instruction in the three 'R's' in lieu of either morning or evening work on the farm, receiving a full day's wages; and a night class for adult labourers will also be held. These schools have been started at the close of the year under report and it is too early to say whether they will be successful.

Sericulture.

Work was continued in Kollegal on the same lines as in previous years. I visited Kollegal in August 1917 with the Government Entomologist, selected a plot of mulberry land near Kollegal town for leasing, and looked into the progress of work. I was not impressed with what we had done so far, in fact I am afraid that previous reports have not always been as candid as they might have been. Our so-called disease-free seed has not always been free from disease, and the silk growers have bought very little of it for seed purposes. The quantities reported as sold for seed in previous years have been mostly used for reeling. In the year now under report it is admitted that out of 109,000 cocoons raised by the Sub-Assistant only 10,500 were sold as seed, and the rest for reeling. The local silk rearers always purchase seed cocoons from the North, *i.e.*, Mysore, mainly because they know the local seed is bad but always hope that the foreign seed may be better. The traders who supply them with seed from the north appear to take Kollegal seed cocoons for sale to similarly hopeful rearers in Mysore on their return journey. It would thus seem that the habit of using imported seed is somewhat illogical and it does not appear that the imported seed is any particular improvement on the local. At the same time the existence of this habit makes it essential that we should supply really sound seed if we are to persuade the rearers to come to us, and this we have not yet succeeded in doing. The raising of disease-free seed entails the intelligent use of a microscope in examining moths, and scrupulous cleanliness, order and method throughout. Moreover recent researches by the Imperial Bacteriologist at Pusa have shown that the standard method of microscopic examination of moths relied on in Europe cannot be applied in this country without considerable modification to suit local conditions. Kollegal is an out-of-the-way corner of the Madras Presidency and it is not possible for either the Government Entomologist or myself to watch the work there very closely. It is clear that we shall never progress very far so long as the only officer on the spot is a sub-assistant.

Mr. Maxwell Lefroy's monumental report on the silk industry of India was received during the year. I found it somewhat difficult to extract clear guidance from this report, but gathered generally that we should aim at improving the indigenous silk worms in Kollegal and should organise the seed supply. The introduction of foreign worms was deprecated. It was, therefore, somewhat surpising to receive subsequently a suggestion from the Advisory Silk Committee of the Imperial Institute of which Mr. Lefroy was a member, to the effect that special efforts should be made to cultivate the Madagascar worm in Kollegal. The considered opinion of Mr. Lefroy and the Committee on this point was asked for in November last, but no reply has yet been received.

In his report Mr. Lefroy is clear that it is unlikely that sericulture could ever be undertaken profitably in the plains of Madras, and he throws considerable doubt on the claims of the Salvation Army to have proved the contrary.

From the experience that has been gained by this department so far, I am convinced that no real progress will be made until we employ a well-trained specialist to run a fully equipped silk station at Kollegal. Government have accepted this point of view and attempts are now being made to obtain such a specialist. The industry in Kollegal is an important one and is in need of help so that considerable expenditure on aiding it is justifiable.

Agricultural Department.

GOVERNMENT RESOLUTION ON THE ANNUAL REPORT FOR 1917-18.

[Bengal.]

General.

The period covered by the annual report of the department has been altered from the year ending the 30th June to that ending the 31st March, because the 30th June falls in the middle of the season of the autumn crops. The period under review this year is, therefore, one of nine months. On the 1st March 1918 the headquarters of the Director of Agriculture were transferred from Calcutta to Dacca. The scientific work of the department has become largely centralized at the Dacca Farm, and it is, therefore, advantageous that the Director should be in very close touch with the work carried on there. In January 1918 the Government of India approved of a scheme for the formation of a service of District Agricultural Officers. In submitting this scheme the Governor in Council expressed the opinion that an agency of this nature is an essential element in agricultural progress in Bengal, and contemplated the ultimate appointment of a District Agricultural Officer in every district, and the establishment at the headquarters of each district of a small farm of which the Agricutural Officer should be in charge. The reports now under review indicate the extent to which the District Agricultural Officers employed in 12 districts and the farms at Chinsura, Burdwan, Rajshahi, Rangpur and Kalimpong, apart from the Central farm at Dacca, have contributed to the progress attained up to date.

Agricultural Education.

The number of students from Bengal at the Sabaur College was 17 as in the previous year. Mr. Milligan remarks on the importance for agriculture in Bengal of questions of irrigation, terracing and drainage and on the need for improving the technical efficiency of the agricultural as distinct from the scientific side of the department, either by recruiting from those having an engineering training, or by training agriculturists in engineering.

Seed paddy.

In 1917, 2,000 maunds of Indrasail paddy were distributed in 5 seer packets in the districts of Dacca and Mymensingh on the condition that an equal quantity of seed should be returned to the department. This condition has been strictly fulfilled; and if, as is hoped, at least 20 per cent of the produce has been reserved by the cultivators for use as seed in 1918 sufficient seed will be available for 100,000 acres.

Jute.

One hundred maunds of the selected *Kakya Bombai* seed (*Capsularis*) were distributed in 1917 in ⅛-seer packets in Dacca and Mymensingh districts on the condition that the recipients should sow the seed separately and keep the whole of the produce for seed for the next year, the produce of 1917 being estimated to give sufficient seed for an average jute holding in 1918.

Sugar-cane.

The work on sugar-cane has shown satisfactory progress. Out of 51 varieties selected for tests, 41 have been eliminated. The tests which are applied are sugar content and fitness for local conditions, which vary greatly throughout the Presidency. Among exotic canes Yellow Tanna and Java 247 have proved successful and of local varieties *Gandari* (Decca), *Vendamuhi* (Rajshahi) and *Samsara* (Burdwan) are the most popular. The exotic canes give the best yield but are inclined to deteriorate. There is an increasing demand for sugar-cane cuttings form the Government farms, and though nearly 500,000 were distributed during the year the demand far exceeds the supply. New farms at district headquarters will facilitate the supply of this demand. In the meantime the assistance of local agriculturists in growing superior cane with a view to the distribution of cutings by sale is much needed; and the Governor in Council would be glad if members of Agricultural Associations would undertake this business of distribution.

District Associations.

The report affords evidence of the increasing interest which is being taken by the general public in the work of the department. The assistance of the local agents of jute firms has been invaluable to Mr. Finlow in testing his *Kakya Bombai* seed. The good work of the District Agricultural Associations of Rangpur, the 24-Parganas and Malda, of the Thana Agricultural Associations in Birbhum, and of the Panchayats in Dacca district has earned the thanks of the officers of the department. Mr. Smith's report shows that the District Associations in most districts of Western Bengal suffer from the want of District Agricultural Officers to help them in their work. He reports that in each district there are earnest workers whose numbers can easily be increased when officers are available to help them.

Sericulture.

The continued rise in the prices obtained for home reeled silk is reported to have resulted in a considerable increase in the area under mulberry in Bengal. The effects of improved prices are also shown in the financial results of the supply of seed-cocoons from the Government nurseries, the receipts for the nine months under review being Rs. 32,563 compared with Rs. 16,829 and Rs. 28,737 in the full years 1915-16 and 1916-17.

Weaving.

The report of the Weaving Master is of special interest this year on account of widespread efforts which are being made to revive the home spinning and weaving industries as a remedy for the shortage of cotton cloth. Mr. Pillay has endeavoured to introduce improved "Charkas." or spinning wheels, and looms, and he assisted the Tippera District Board in the equipment of a new technical school, and supplied model "Charkas" which are now being produced locally. In the Kishorganj sub-division of Mymensingh District, he introduced flyshuttle looms and the weavers are now turning out *dhotis* and *saris*. In consultation with the Co-operative Department he has assisted the purchase of raw materials and the disposal of manufactured articles. Mr. Pillay's report shows that he has visited all the principal weaving centres in the Presidency and has given much practical assistance, and the Governor in Council has no doubt that his efforts will be widely appreciated.

EDUCATION.

Primary Education.

GOVERNMENT OF INDIA CIRCULAR.

The following circular letter has been issued by the Government of India in the Education Department to all local Governments and Administrations:—

In the resolution dealing with Indian education issued by the Government of India on the 21st February, 1913, it was stated that it was the desire of the Government of India to see the number of Boys' Schools and of the pupils whom they contained approximately doubled in the not distant future. When the resolution on education appeared it was criticised in the Imperial Legislative Council by the late Mr. Gokhale for its lack of a financial policy, without which he considered the programme would have no proper chance of realisation. The Hon'ble Member in charge of Education thereupon promised to obtain from local Governments and to publish definite proposals for the expansion of elementary education during the next three years. From the proposals subsequently received it appeared that the local Governments desired to spend Rs. 3,14,00,900 non-recurring during the three years and a recurring grant which would total during the three years Rs. 3,91,10,300. Imperial funds were invited to contribute to the non-recurring allotment Rs. 2,31,46,700 and to the recurring grant a portion which in the third year would have amounted to Rs. 1,56,54,200 per annum. Meantime in addition to certain grants previously made, the Government of India in 1913-14 and succeding years distributed from Imperial funds Rs. 3,29,00,000 non-recurring and Rs. 1,24,00,000 annually recurring for purposes of education. A considerable fraction of these sums has been or will be spent on primary education. The number of pupils in primary schools for boys has risen from 4,768,043 in 1912-13 to 5,188,411 in 1916-17, the latter figure being for purposes of comparison an under-statement by reason of the exclusion in 1914-15 of the statistics of certain Native States. Thus some progress has been made, but the intervention of the war checked the full realisation of the programme. The Government of India have for some time past been satisfied that a keen demand exists over large areas for a more rapid realisation of their declared policy than has been possible during a period of financial stringency, and that the country as a whole is prepared for a solid advance towards mass education. They have, therefore, during the last two years been constantly occupied with consideration of this important question, and during the autumn of 1917 they found themselves in a position to formulate proposals. It had in some quarters been urged that the need for expansion should be met by the enforcement of compulsory education of children in areas with desire to enforce such compulsion, and the Government of India have since permitted the introduction in Provincial Legislative Councils of several Bills which follow the general lines of Mr. Gokhale's Bill of 1911, in providing for the compulsion of individuals in areas where the local bodies concerned apply for the introduction of this class of measure, and the local Governments approve.

The Government of India were, however, of opinion that the adoption here and there of measures of compulsion in certain local areas was not in itself calculated to effect a general spread of education among the lowest and most backward classes, and might actually result in some inequity towards those classes by confining the efforts of local bodies and of the Government to more advanced areas which were ready for the application of individual compulsion. It appeared to the Government of India that it was essential that there should be a fairly uniform speeding up of the general spread of elementary schools and that this should be effected not by a general compulsion on all the children concerned, which is at present impracticable, but by a general compulsion on all local bodies throughout the country to provide facilities for the extension of primary education, so as to carry out the plan put forward in 1913 of doubling within a reasonable time the number of boys under this form of instruction. Holding these views the Government of India evolved a scheme which broadly speaking provided:—(1) that efforts should be made to double the present number of pupils in boys' primary schools in ten years; (2) that of the additional expenditure involved one third should be met by the Imperial Government, one-third by the Provincial Government and one-third by local bodies; and (3) that local bodies should be under the obligation to establish and maintain the facilities required for carrying out the above scheme and should where necessary be empowered to raise further taxation for the purpose. In order to render the scheme effective it was recognised that it would be necessary to provide an additional number of trained teachers and an additional inspecting staff. It was not suggested that any part of the additional expenditure entailed under these heads should be thrown on the local bodies, and it was contemplated that this expenditure should be met in equal portions by the Imperial and the Provincial Governments.

Since the above scheme was formulated the situation has considerably changed. The new position envisaged by the discussions on constitutional reforms and in particular, the proposed grant of larger powers to local bodies, and the bestowal of a large measure of autonomy on Provincial Governments, together with the more complete separation of Imperial and Provincial finance, have rendered it impossible to proceed with the scheme which was originally contemplated, and the Government of India regret the inevitable delay which has thus been occasioned, but they would deprecate a further postponement of the consideration of the question pending the complete introduction of the new measure. The report on the Indian constitutional reforms has now been published. Far-reaching measures of devolution are proposed in other matters. The local Governments will, therefore, appreciate the very large openings now presented for the development of elementary education, and they will recognise the effect which the larger powers which it is now proposed to give to local bodies and to local Legislative Councils should have towards stimulating a material advance in the education of the people. The proposed expansion of the franchise will furnish in themselves a special incentive to an early extension of elementary education, and the unavoidable delay which has already occurred in the promulgation of a scheme of extension affords a special ground against a further postponement of a consideration of the question. The responsibility for carrying out the proposed extension of primary education will rest with the reformed Provincial Adminstrations and local bodies, and the introduction of a system of educational development will constitute one of the serious and responsible duties which will fall to the lot of these bodies. It is, therefore, of importance to have definitely in view a programme of action which can be introduced at the earliest possible moment, and the Government of India accordingly take the opportunity of bringing this question to the special attention of local Governments. It must at the same time be recognised (and indeed it is an essential condition of Provincial autonomy) that circumstances may well differ in various Provinces and that a rate of progress which would commend itself in one may be found impracticable in another. It is not, therefore, essential that a single uniform system should be adopted throughout the country, and it is not the intention of the Government of India to propose that this should be done. In laying the whole question before the local Governments, they would be glad to hear from them how far, speaking broadly, they would regard the programme of 1917 as being generally feasible in their respective Provinces, under the new conditions, it being recollected that under these conditions Provincial Governments can no longer expect grants from the Goverment of India, while, on the other hand, their own resources are likely to be larger and to expand more rapidly than in the past. It is hardly necessary for the Government of India to lay stress on the paramount importance of educational development and the need for a well-considered scheme of advance. It is with a view to furnishing local Governments with the basis for such a scheme that the proposals put forward in this circular are communicated to them, and it is hoped that the suggestions now made may lead to the adoption throughout India of definite schemes of educational expansion among the masses of the people, which may attain the objective which the Government of India placed before themselves.

JUDICIAL.

Statistics of Civil Courts.

ANNUAL REVIEW FOR 1917.

[United Provinces.]

Village Munsiffs' Courts.

The total number of courts decreased from 321 to 242. The number of courts actually working during the year fell from 238 to 182. For the discrepancy between this number and that of the circles actually existing Gorakhpur, in which 48 out of 77 courts remained inactive.

The number of suits instituted in village munsiffs' courts fell from 15,154 to 13,382. Disposals, other than by transfer to the court of a regular munsiff, dropped from 14,827 to 13,309 and the pending files fell from 521 to 274. The total value of the suits instituted declined from Rs. 2,66,446 to Rs. 2,47,606. Applications for revision against the decision of these courts rose from 43 to 44 out of which 18 applications proved successful and the decision of the village munsiff was set aside.

The High Court has not the material before it to enable it to express any decided opinion on the work of these village munsiffs. Most judges adopt a non-committal attitude on the subject and some seem doubtful of the results achieved, but it is understood that inspections of these courts' work done by the district staff have resulted in favorable opinions being expressed.

LOCAL SELF-GOVERNMENT.

Town Improvement and Expansion.

COMMITTEE'S REPORT.

[United Provinces.]

The following report of the committee of the Legislative Council appointed to frame proposals for legislation for the improvement and expansion of towns in the United Provinces is published.

We have the honour to present the report of the committee appointed under Rule 13 of the Council rules to consider a draft. Bill for the improvement and expansion of towns in the United Provinces.

2. Special legislation is, in our opinion, necessary on this subject for two main reasons: firstly, the work involved in these great schemes is so great that it cannot conveniently be undertaken by the municipal bodies concerned in addition to their own duties. There are also interests outside the board which ought to be represented. Secondly, in the absence of special legislation there are legal difficulties in the way of constituting separate committees to carry out the duties of Trusts. Such separate committees can neither acquire land nor borrow the money. As to the urgency of the matter there can be no question. The congestion in the larger cities of the province is very great and there can be no hope of real advance in sanitation until these towns are opened out and partially replanned, in particular there can be no hope of a substantial reduction in the very high rate of infantile mortality. There are precedents in India for the legislation which we contemplate and the draft Bill which we present is mainly based upon the provisions of the Calcutta and Bombay City Improvement Trust Acts, which we generally approve. We are happy to state that we have reached unanimous conclusions with regard to all the principles embodied in the draft Bill.

3. We understand that the present Act will only be applied to the larger towns, in which great schemes are contemplated which cannot be carried out without large initial grants from Government. It is, therefore, in our opinion, reasonable that Government should retain the power of nominating a bare majority of the members of the Trust. As the Trust is an executive rather than a deliberative body, it appears essential that the number of the members of the Trust should be restricted so far as possible. We have, therefore, fixed the number at 7. The chairman of the municipal board will be a Trustee *ex-officio* and two other members will be elected by the municipal board. A whole-time chairman will be nominated by

Government and of the three other Trustees to be nominated not more than one shall be a Government servant.

4. With regard to the various types of improvement schemes which the Trust may carry out we were unanimously of opinion that the plan of clauses 38 to 46 of the Colombo Housing and Town Improvement Ordinance, 1915, was superior to that of the Calcutta and Bombay Acts and we have followed this plan with suitable modifications. We specify first in clause 23 of the draft Bill various matters which may be provided for by an improvement scheme. We then give a list of the various types of schemes. There are: (1) General Improvement scheme, (2) Rebuilding schemes, (3) Re-housing schemes, (4) Street schemes, (5) Deferred Street schemes, and (6) Development schemes.

A general improvement scheme is a scheme for the improvement and planning of any area declared to be insanitary. We have so worded the section that it will be possible for the Trust to avoid general demolition, which we strongly deprecate, and to proceed piecemeal by removing or reconstructing buildings unfit for human habitation or which obstruct the light and ventilation of the area. A re-building scheme is designed to provide for the replanning and re-building of houses in insanitary areas with the voluntary co-operation of the inhabitants. To this end it provides that assistance may be given to owners to enable them to re-build their houses in accordance with the scheme. The experience of Lucknow shows that schemes of this description are most popular and can easily be carried out by co-operation between the inhabitants and the Improvement Trust. A re-housing scheme provides for the construction of houses for persons displaced by the execution of any improvement scheme. It is essential that schemes of this nature should proceed *pari passu* with any demolition scheme. A street scheme provides for the widening and improving of existing streets, and the acquisition of frontage sites. The provision for a deferred street scheme vests in the Trust the powers already possessed by municipal board to provide for the ultimate widening of any street by altering the existing line to an improved line to be prescribed by the Trust within which building or re-building is prohibited, in cases in which it is not considered expedient immediately to acquire the properties lying within the proposed improved line. A development scheme provides for the regulation by the Trust of areas not yet built over but which are in course of development or over which the town is likely to expand in the near future.

5. We have limited the powers of the Trust to embark on any general building scheme to cases in which it is satisfied that such provision is requisite for classes of the population dishoused by improvement schemes. We have also, however, given power to provide in an improvement scheme for the construction and re-construction of buildings. As every such scheme must be sanctioned by Government, we think this to be a sufficient guarantee against any general re-building scheme being rashly undertaken. We did not consider it necessary to incorporate in the Bill the poorer classes

accommodation scheme of the Bombay Act which provides for private employers acquiring land with the assistance of the Trust and providing house accommodation for their employees.

This type of scheme does not appear in the Calcutta Act and we considered that the Trust has ample power itself to carry out the objects aimed at without it.

6. With regard to general procedure we have provided that the municipal board must be consulted before any scheme is undertaken. The board may make any objections and if the Trust decides to over-rule them their objections must be forwarded to Government with the scheme. It has been necessary to provide for the temporary exercise by the Trust of certain powers vested in the municipal board, *e.g.*, with regard to the regulation of building and the laying out of streets during the period in which the area concerned is vested in them. We have enumerated the various sections of the Municipalities Act, the powers contained in which we considered should temporarily be delegated. We have incorporated what we considered to be a very useful provision allowing the Trust to facilitate the movement of the population by subsidizing tramways, etc.

7. With regard to the acquisition of land, we have unanimously agreed to follow the precedent of all legislation of this nature at present in force in India and to limit the compensation which an owner may receive for land and buildings required for the operations of the Trust to the market rate of the property without the addition of 15 per cent solatium. This principle was adopted in English legislation by a Conservative Government so far back as 1875 and with the aid of this legislation Mr. Chamberlain was able to carry through his great improvement scheme in Birmingham. As we have said it has also been adopted in Bombay, in Bengal where it was recently accepted by the non-official majority of the Reformed Council and in Colombo. We have embodied our modification which seems to us fair and reasonable, *viz.*, that in the case of buildings not rented but occupied by the owners as dwelling houses, with lands and building appurtenant thereto and in the case of gardens used by owners as a place of resort, the 15 per cent compensation solatium should be given. We have also provided that in the case of deferred street schemes, in which the property is not immediately acquired the 15 per cent additional compensation must be paid when acquisition is made. We have also embodied the Calcutta and Bombay provisions that in assessing compensation the Tribunal may take into consideration the fact that a house is rackrented or is in an insanitary condition or unfit for human habitation and can reduce the compensation accordingly. With regard to the constitution of a Tribunal to try such cases, we have adopted provisions similar to those contained in the Bombay and Calcutta Acts, and provided for an appeal in cases certified by the president.

8. With regard to finance, we have recognised that in the conditions of municipal finance in these provinces, these schemes cannot be carried out without substantial Government aid. Such aid indeed was given on a large scale in the cases of Bombay and

Calcutta. We have not considered it advisable to incorporate the provision in the Calcutta Act imposing a duty on certain transfers of immovable property within the municipality. The duty would cause much discontent and the proceeds would be negligible. We considered the possibility of providing for the imposition of a terminal tax on passengers. In principle, we have no objection whatever to this tax but in view of the difficulties that would be met in obtaining the sanction of the Government of India and of the railway authorities to any such tax, we did not consider it advisable to embody this proposal. We have constituted the Trust a local authority for purposes of borrowing and we have made the municipal board technically responsible for the current liabilities of the Trust. The risk devolving on the boards, is, however, very small in view of the fact that all schemes are subject to Government scrutiny prior to their execution in the light of the actual and prospective assets available for financing them; while the curtailment of the programme, if the receipts fall short of anticipations, is specifically provided for. We have thought it advisable to leave to rules certain provisions for budgets embodied in the Bombay and Calcutta Acts. With regard to these and other provisions, which we have left to the rule-making power of the local Government, it must be remembered that this Act will be applicable to several towns in which conditions vary and not, as in the case of Bombay and Calcutta, to a single city. Finally, we have provided that when any municipal board or other local authority undertakes a scheme for laying out an area or for reclaiming unhealthy localities under the powers vested in them by section 8 (1) (a) and (c) of the Municipalities Act and acquires land or buildings for those purposes, the modifications of the Land Acquisition Act, contained in this Bill, shall apply to such acquisition. We have also empowered the local Government to constitute a Tribunal in accordance with the provisions of this Act in such cases, if deemed necessary.

9. We are confident that this Bill, if enacted, will prove a potent instrument for alleviating the conditions of life in the great cities of this province and for ensuring the health and happiness of their citizens.

MEDICAL.

Indigenous systems of medicine.

STATEMENT PUBLISHED BY THE GOVERNMENT OF INDIA SUMMING UP THE VIEWS OF LOCAL GOVERNMENTS AND ADMINISTRATIONS IN INDIA ON THE QUESTION OF PLACING INDIGENOUS SYSTEMS OF MEDICINE ON A SCIENTIFIC BASIS.

The opinion unanimously expressed by local Governments is that it is practically impossible to place the indigenous system of medicine on a scientific basis. The systems are a survival of a state of medical knowledge which once prevailed in Europe, but has been superseded by a series of scientific investigations and discoveries extending over several centuries. They ignore the instruments of scientific investigation which have made modern medicine and surgery possible, and the theories on which they are based are demonstrably unsound. Even at the present time there are numerous practitioners who have superimposed a knowledge of Western medicine on Ayurvedic instruction, or *vice versa*, but there is evidence that these men do not possess the confidence of the people to the same degree as practitioners who have been trained solely in accordance with the strict tenets of the Ayurveda, and the latter are strongly opposed to any form of Government interference. If advance is to be made on these lines, it is essential that there should be a strong movement among indigenous practitioners, supported by public opinion, to reform and organise themselves, and of such a movement there is at present little or no evidence.

The hold which the ancient systems undoubtedly have on the masses of the population is attributable in part to a form of credulity analogous to the belief in the magical efficacy of quack drugs and patent medicines, which, in spite of constant exposures and a much higher level of education, is still so widespread even in Western countries; but the popularity of these systems is chiefly due to the smallness of the fees which their practitioners are willing to accept. Training in Western methods involves expense, and it is inevitable that practitioners so trained should raise their fees. The attendance at Government hospitals and dispensaries, where the treatment is gratuitous, proves that the value of the Western methods is appreciated, and the policy of local Governments is to increase the facilities for such treatment. To divert the funds available for the purpose to the encouragement of systems which they cannot but regard as unsound would, in their opinion, be a grave misuse of public revenues.

There is, however, one line of research which is likely to be fruitful; and that is, the scientific investigation of the properties of the indigenous drugs. Several local Governments have already considered measures for conducting such an investigation ; but these measures have had to be postponed owing to the impossibility of obtaining during the war the services of competent pharmacologists.

MISCELLANEOUS.

Organisation and staffing of Government Offices in England.

IMPORTANT REPORT ON FILLING OFFICIAL POSTS.

(Taken from the Civil Service Gazette for June 1918.)

The most important document affecting the Civil Services issued hitherto during the war has just been published. It is the Interim Report of the Committee appointed to inquire into the Organisation and Staffing of Government Offices. The signatories are "John Bradbury (chairman), F. H. Durham, N. F. Warren Fisher, J. Rostern and C. F. Wood." After remarking that at present practically no effective or complete Treasury control of staffs or rates of pay exists, and hence no records, the Committee discuss the methods of recruiting—

THE CIVIL SERVICE COMMISSION MACHINERY.

Before the war, temporary staffs were comparatively small and their selection and engagement was generally left to the Department concerned. Early in the war, it became evident that the large demands made by the London Departments for substitutes for the men released for military service made it desirable to establish a central bureau, which should be responsible for selecting suitable candidates and passing them on to the Departments which required them. Accordingly in May 1915, the Treasury arranged with the Civil Service Commission that the Commission should keep a register of applicants for the various grades of subordinate clerical posts, and Departments were notified that they could indent on the Civil Service Commission for their requirements.

The arrangement has been as follows :—Applicants are registered at the Great Marlborough Street Employment Exchange (or are passed on to that Exchange from other Exchanges) and the Exchange carries out the preliminary work of taking up the references of all candidates who appear *prima facie* suitable. When this has been done, they summon the candidates to an interview at the Civil Service Commission before a Selection Board to whom the records and references are sent. The Selection Board consists of a representative of the Civil Service Commission and of the Employment Department and (if they attend) of the Departments requiring staff. The candidates are not subjected to any written examination but are questioned by the Selection Board, who recommend on their judgment of the candidates, supplemented by the records of their previous work, references, etc., whether their general educational capacity makes them suitable for employment. If so, they are allocated at once to any Department which has indented for staff. A similar course is followed generally in regard to candidates obtained from other sources, *e. g.*, the Headmistresses Association, which has provided a considerable number of candidates from girls leaving the secondary schools, but in this particular case the system of interview was supplemented by a test examination conducted by the Association. These arrangements have worked satisfactorily and the requirements of most of the small Departments and a large proportion of some of the most important Departments (especially the War Office) have been successfully met by the Civil Service Commission, the total number of candidates allocated to posts through the Commission up to the end of last year being over 21,500, viz., 3,721 men and 18,177 women.

OBJECTIONS TO THIS MACHINERY.

Closer selection of candidates required.—Under this arrangement, however, it remained optional whether any Department should engage candidates through the Civil Service Commission or should recruit independently, and a considerable number of Departments—especially the new War Ministries—have adopted the latter method and express a decided preference for it. The main reason they give for this is that direct recruitment enables the immediate employer to select the candidate most suitable for the precise duties for which he or she is required, instead of having to fit in any candidate who may be allocated for the post by the Civil Service Commission. This argument has great weight so far as the administrative and technical staffs are concerned; it is obviously necessary for the head of the Department concerned to satisfy himself that the officers required for such purposes are carefully selected for the particular duties on which they are to be employed, and have suitable experience for these duties. But the bulk of the staff in most Government Departments consists of clerks engaged on more or less routine work, for which a respectable standard of education is a more useful qualification than any specialised experience; and in regard to these standardised classes of clerks, although there was some difference of opinion among the witnesses we have heard, the Departments which have tried both systems appear to have found recruitment through the Civil Service Commission on the whole quite as satisfactory as direct selection.

Personal recommendations preferred.—Another argument advanced in favour of departmental recruiting is that most of the candidates are obtained on the personal recommendation of persons already employed in the Department, who thus make themselves responsible to a certain extent for their good character. On the other hand, the system of recruitment on personal recommendations was admitted by several witnesses to be open to abuse which required checking, and one witness expressed the opinion that, in a minority of cases, it had led to abuse. It is, no doubt, important to keep open this avenue of selection, but this can, we think, be secured without leaving the engagement of the candidates to the sole discretion of the Department concerned. On all grounds, it appears to us undoubtedly desirable that candidates put forward on personal recommendations should be tested by some independent authority to secure that the standard both of qualifications and of grading is not relaxed on personal grounds.

CENTRAL RECRUITMENT.

The arguments in favour of the principle of direct recruitment for the standard clerical classes appear to us therefore to be questionable; the arguments against it are much stronger. In the first place, it necessarily involves competition between Departments for the available supply of labour. At a time when one office has been short of labour, other Departments have had waiting lists of more or less suitable candidates. Even when waiting lists are not kept, applicants who go to one Department and find no vacancy there cannot be expected to go the round of all other Departments and it is only natural that they should take up private posts and their services be lost to the Government. In the next place, the system of direct recruitment and of appointment on personal recommendations has resulted in some cases at any rate of inefficient and poorly trained candidates being taken on by Departments. Cases have occurred where applicants who have been interviewed by the Civil Service Commission and who have not been recommended for appointment, have subsequently obtained employment in Departments which recruit independently.

Other cases have occurred in which clerks discharged for inefficiency or insubordination by one Department have promptly secured appointment in other Departments—sometimes at higher rates of pay. Further, this system of recruiting, combined with different rates of pay, has given rise to cases in which employees of one Department have been attracted away to similar posts in other Departments; and although our inquiries lead us to think that the actual number of such cases has been exaggerated, a few cases cause a great deal of unsettlement and a wholly unnecessary dislocation of work. Such competition would be materially reduced if all Departments observed the rule that no appointment should be offered to persons who are actually employed or who have been employed within three months by another Department; but this rule itself may give rise to cases of hardship which require to be provided for. We have, therefore, come to the conclusion that whatever the advantages which direct recruitment may have for individual Departments, the disadvantages from the point of view of the service as a whole clearly outweigh them: and we think that recruitment for all London Departments should, as far as practicable, be centralised in the hands of one authority at the earliest possible date.

DIFFICULTIES OF CENTRALISATION.

Shortage of supply.—There remain, however, several practical difficulties which require to be considered. The most important of these is the difficulty of securing an adequate supply of candidates.

Several Departments which were favourable to the principle of centralised recruitment complained that the Civil Service Commission had not been able to supply their requisitions and that they had therefore been compelled to recruit independently. This difficulty has arisen chiefly when a Department has made a sudden demand for a large addition of staff, and it has not been experienced to any considerable extent when due notice of prospective requirements was given. But the shortage of qualified clerks is now so great that, even if notice is given, large demands cannot readily be met by the present machinery. We have tried to ascertain the cause of this and we are inclined to think that it is chiefly due to the competition of the Departments that recruit independently, *i.e.*, the available supply is tapped by so many Departments independently that the general pool available for the Civil Service Commission to allocate is correspondingly diminished. If this is the case, the supply should be improved as soon as it is made clear that the only method of recruitment is through the Commission. But we think that special steps are required to strengthen their machinery on this point.

Hitherto, although the new Departments and private employers have freely advertised their requirements, the Civil Service Commission has not undertaken any advertising, and it is doubtful whether their machinery is fully known to the public. We think that the fullest publicity should be given to any new arrangements which may be adopted and that, except in the special cases referred to, the Civil Service Commission alone should be allowed to incur expenditure on advertisement. Further, in order to keep alive the supply of candidates at present obtained through direct application to the different Departments or through the personal recommendations of existing employees, standardised form of applications should be drawn up and made available at all Departments, such forms being sent to any applicants who apply direct, or are known to officers of the Department with instructions to fill them up and return them to the central recruiting agency. The candidates could state on this form the Department in which they would prefer to be employed, and such preferences should, so far as practicable, be complied with. Similarly, a Department which is reducing its staff should report to the Civil Service Commission any employees whom it can recommend for transfer elsewhere, and the Commission should take steps to arrange such transfers to Departments which are expanding. In addition, a special effort should be made to bring the Civil Service Commission into touch with outside sources of supply, *e.g.*, by making arrangements with schools and technical institutions which train girls for commercial situations.

It would also be desirable, we think, for the Civil Service Commission to have a special interviewing office. Up to the present, the main channel of recruitment has been the Employment Exchanges; and though the figures show that the Exchanges have done extremely valuable work, some of the witnesses suggested that candidates were lost by this requirement. We think therefore that a special office should be opened at the present Civil Service Commission premises in

Burlington Gardens (where, we understand, accommodation could be made available) to which candidates could apply direct, either in person or in writing.

Priority between Departments.—We consider that these steps should result in the Civil Service Commission obtaining as good a supply of candidates as the situation admits. Provided the supply is improved, we do not see any considerable difficulty in arranging priority between Departments; the settlement of priority in other more important matters has been arranged, with goodwill, and we see no reason why this should not be done in the case of staff.

Delay Involved.—Even, however, if the supply were adequate, some complaint has been made that recruitment through a central authority would involve delay. If Departments do not give previous notice of their requirements some delay is unavoidable in assigning candidates; but we think that in many cases notice of prospective requirements could be given if due foresight were exercised. There will still remain cases in which a sudden decision of policy necessitates the recruitment of a large staff immediately, and we think that in such exceptional cases special arrangements must be made.

But it has also been suggested that avoidable delays were produced by the present machinery of recruitment, and we have considered whether the system could be improved, without impairing the proper consideration of the qualifications of candidates. Under the present system, candidates who apply at the Exchange are asked to fill up a form and give rferences, and they are not summoned to interview until those references have been taken up; and it is probable that a considerable proportion of prospective candidates is lost in the interval. We strongly recommend that the applicants should be interviewed when they present themselves in the first instance, in order that a provisional contract may be settled at once subject to the references proving satisfactory. This procedure would speed up the present machinery, but we think it might be desirable to combine with the present method of interview some simple test examination such as has been conducted by the Head Mistresses Association; if this examination were carried out while applicants were awaiting interview, it should not entail delay and it would assist the interviewers to arrive at their decision. Apart from this suggestion, we are of opinion that no rigid standard of educational qualifications need be insisted upon and that the candidates should be judged mainly by the general standard of capacity they display. It should be added that the personnel of the present Selection Board appears to us unduly small, and we think that it should be expanded either by the addition of other full time interviewers or by calling in part time assistance, Departmental representatives being also added, if they desire to attend.

Different rates of remuneration.—The other main practical difficulty in the way of instituting a centralised system of recruiting is the fact that varying rates of pay are in force in different Departments and in some cases the rates of pay are not fixed but vary between discretionary limits. These differences of rates are in part due to the adoption by some of the new Departments, which were given discretion in such matters, of rates of pay higher than those generally authorised by the Treasury, and in part, to the adoption of different conditions of service; for instance, the Ministry of Munitions and other new Departments require a minimum attendance of 48 hours a week (including luncheon interval) and do not pay overtime for extra attendance; other Departments require a minimum attendance of 44 hours a week (including luncheon interval), in some cases paying overtime and in some cases not; while in the permanent Departments, the temporary staffs have generally been engaged on the same conditions as apply to the permanent staff, *viz.*, a minimum attendance of 42 hours a week (including luncheon interval) with regular overtime pay for extra attendance. In so far as the conditions of service differ in this way, differences of pay are inevitable, but the differences of pay have in the past not been wholly justified by the difference of conditions; they create a considerable amount of dissatisfaction among the various staffs (who, in many cases, are not aware of the differences in the conditions of services) and they appear to be the main cause of competition between Departments. We understand that the Treasury recently attempted to secure uniformity on the basis of a minimum attendance of 44 hours and no overtime; but various objections were raised to this proposal and for the present it has been decided to leave the conditions of service unaltered, but to attempt (by adjustment of a recent increase of war bonus) to bring the various rates of pay into correlation, having regard to these conditions. We shall have to consider the possibility of securing greater uniformity at a later date.

At the present time we are only concerned with the obstacles which such differences present to the centralisation of recruitment. Hitherto the Civil Service Commission has felt bound to notify candidates merely of the minimum rate of pay, although in fact the actual rate in the majority of cases is considerably higher. In view of their position this was, no doubt, the correct course; but we think that as soon as the revision of rates now being effected by the Treasury has been completed, a statement should be drawn up of the hours of duty, rates of pay and conditions of service in each of the various groups of Departments, and that this statement should be given to applicants, in place of the present notice, so that they may know the facts and state any preference they have. If this were done, we see no substantial difficulty, so far as the rates of pay are concerned, in appointments being made for all Departments through a central agency, though a complete standardisation would undoubtedly simplify its task.

Power of dismissal.—Some witnesses have also expressed objection to recruitment through the Civil Service Commission, on the ground that they have greater difficulty in dismissing clerks obtained in this way than those whom they recruit independently. We see no ground for this objection. The Civil Service Commission can only express a provisional approval of candidates, and cannot guarantee their efficiency; and it should be clearly understood that, although the candidates assigned should in all cases be given a trial, it is for the Department in each case to decide, as soon as a reasonable period of probation has elapsed, whether their capacity justifies their retention.

and, if not, there should be no greater hesitation in discharging such clerks than those recruited independently. The decision thus arrived at should, however, be notified fully and accurately to the Civil Service Commission, in order that a clerk who is unsuitable for work in some particular branch—*e. g.*, accounting work—but who appears sufficiently capable to justify a second trial on other duties, may be transferred to another Department, and that a clerk who proves clearly inefficient may not be allowed to obtain employment in another Department.

CENTRALISATION RECOMMENDED.

Subject to the adoption of these proposals, we think that the centralisation through the Civil Service Commission of all recruiting for the standard clerical classes in London is not only desirable, but practicable, except in quite special cases which are dealt with in the next paragraph. This course would enable the Commission to control the supply and distribute it to Departments without the present competition and overlapping. The Commission would not normally entertain applications from persons who are already employed or who have been employed within three months in the Government service; but they would be in a position to exercise a reasonable discretion in the operation of this rule. For example, they might consider applications from girl messengers for transfers to junior clerical posts, and if they were satisfied as to their fitness for such posts they could, after consulting the Department concerned, arrange transfers without creating competition. Similarly, they could consider on their merits applications for re-employment from persons who have resigned in circumstances which could not be regarded as a sufficient ground for debarring them from further employment.

EXCEPTIONS.

The only exceptions which we would regard as necessary are the cases in which, owing to a decision of policy, a new Department, or a large addition to an existing Department, has to be created, as a matter of urgency, in a few days. In a good many cases it appears to us that such emergencies could be avoided; decisions of policy are frequently delayed for weeks or months, but as soon as they are taken the administrative machinery is expected to be created in a few hours. The arrangements thus made are naturally defective, and we think that in many cases extravagance and inefficiency would be avoided if a reasonable period were given for the organisation of the necessary machinery on properly thought-out lines. But there will still remain a minority of cases in which urgency is vital in the national interests, and in such cases a staff may require to be collected at very short notice. No central recruiting machinery can be adapted to meet such demands; and during such emergencies we think that Departments must be left to make such arrangements as they can to supplement the supply obtainable from the Civil Service Commission, without regard to the usual standards of qualifications, provided that certain rules are strictly observed, viz.:—

1. That all appointments are made solely by a properly organised establishment branch, to which a representative of the Civil Service Commission should be attached;

2. That no appointment is offered to an applicant who is actually employed, or who has been employed within three months, by another Department without the consent of that Department or of the Civil Service Commission. (This rule should, in our opinion, be rigidly observed by Departments which recruit independently, discretion being allowed only to the Civil Service Commissioners under the procedure suggested above.)

3. That the records of all candidates appointed are sent to the Civil Service Commission to be noted in their Registers:

4. That no advertisements for classes recruited through the Civil Service Commission are issued except with the concurrence of the Commission, and

5. That this procedure should be confined to cases of emergency and should be discontinued as soon as the period of emergency is over, the normal method of recruitment being then reverted to and the staff engaged during the emergency being reviewed in accordance with the normal standards.

RECRUITMENT OF TYPISTS.

The above proposals relate mainly to the standard classes of routine clerks. We have considered whether it is necessary or desirable that they should be extended to typists. Hitherto the Civil Service Commission has supplied typists and shorthand-typists, as well as clerks, so far as they were able, but the supply has recently been totally inadequate to meet the demand. Their machinery at present is also not very effective in that they do not pass applicants through a technical test and leave the Departments to do this and to settle the rate of pay accordingly. We recommend that, as soon as the necessary arrangements can be made, the Civil Service Commission should be responsible for putting applicants through a technical test and that they should be given power to recommend, on the result of this test, the rate of pay which they consider suitable in each case, subject to the maximum limits prescribed by the Treasury.

RECRUITMENT OF HIGHER GRADES.

We have also considered whether the Civil Service Commission should recruit for any of the higher grades. For the reasons stated we do not think this is possible for any of the specialised administrative or technical appointments. But the Civil Service Commission have actually, under a further arrangement made by the Treasury, undertaken the supply of a standard class of higher grade women clerks who were required for the junior administrative posts in substitution for the junior Class I., intermediate and similar permanent officers. Candidates for such posts were obtained from women with

University or other good educational qualifications, but, as a rule, without much previous experience; and the supply thus secured has proved very useful. But the best qualified candidates have recently, at least, found it easier to obtain appointments from Departments direct, and our attention has been drawn to the fact that Departments adopt very varying standards of the class of work which should be regarded as appropriate to this grade, and proportionately varying estimates of the qualifications required. It appears desirable that some attempt should be made to secure uniformity in this matter, and we consider therefore that in so far as higher grade clerks or junior administrative assistants are not obtained through the Civil Service Commission but are selected (either from the existing staff or from direct applicants) by the Departments concerned, they should be nominated to the Civil Service Commission and interviewed by them in the presence of a representative of their Department, and their appointment should only be confirmed with the approval of the Commission. This procedure is already in force in many Departments and we consider that it should be applied in all cases.

SUMMARY OF RECOMMENDATIONS.

We recommend therefore :—

1. That, save in certain exceptional cases, where very large staffs have to be collected as a matter of extreme urgency, the recruitment of the standard classes of clerks and typists for all London Departments should be centralised in the hands of the Civil Service Commission.

2. That, to make their machinery adequate for this purpose, the Civil Service Commission (*a*) should open a special office in their present premises, (*b*) take further steps to secure candidates from all available sources, (*c*) extend the personnel of their Selection Boards, and (*d*) improve the methods of selection by the institution of suitable test examination or otherwise.

3. That, in the exceptional cases where very large staffs are required in an emergency, independent recruiting should continue, subject to the strict observance of the rules stated above.

4. That the Civil Service Commission should continue to supply higher grade women clerks, but that it should be open to Departments to nominate applicants whom they desire to appoint to such posts for the approval of the Commission.

POLICE.

Police Administration.

GOVERNMENT REVIEW ON THE ANNUAL REPORT FOR 1917.

[Bengal.]

Police Force.

The sanctioned strength of the force was increased during the year by 998 men, including 5 inspectors and 99 sub-inspectors, but the proportion of police to population is still low in Bengal in comparison with other provinces. The reorganization of the subordinate police in Eastern Bengal is nearly complete, but a similar reorganization has still to be undertaken in Western Bengal; in both parts of the Presidency, much remains to be done in breaking up unwieldy investigating centres. There can be no doubt too that the force is at present overworked. It is frequently necessary to refuse well earned leave, both because the leave reserve is inadequate and because police-stations have to give up men for temporary emergent duties. An increase of the leave reserve recently sanctioned by the Secretary of State should help to ease the situation, and steps are also being taken to increase the special armed force which was severely tried during the outbreak of hat looting at the beginning of last cold weather.

Recruitment was on the whole satisfactory and the force was kept well up to its sanctioned strength. The difficulty of securing up country men is increasing, as was to be expected in view of the large drain on the rural population of Northern India for war service. On the other hand, the number of local recruits shows a steady increase from year to year, and it is satisfactory to find that the old prejudice against joining the police is gradually disappearing. In the recruitment of sub-inspectors, a most satisfactory feature is the large increase in the number of graduates enrolled—more than three times that of the previous year. A great improvement will have been achieved if young men of good education can be brought in greater numbers to look to the police service as affording the chance of a useful and honourable career. The difficulties of securing suitable men as head constables under existing conditions have proved insuperable, and a radical change in the system is under consideration.

The number of resignations, though still high, again showed a decrease. The question appears to be closely bound up with that of the adequacy of the reserve, and the results of reforms in this direction will be carefully observed.

Police rewards.

The further increase in the number of men who were rewarded either in money or with good service marks may denote either an improvement in the work performed by the force or increased liberality in the appreciation of good work. In either case it is a good sign, for the effect of increased severity in dealing with serious misdemeanour is doubled by correspondingly increased recognition of good service. The amount of money disbursed in this way exceeded that spent last year by nearly Rs. 10,000.

Village police.

The reports on the village police are, on the whole, encouraging, and in several districts there is satisfactory co-operation between the station officers and the panchayats. This is especially the case in areas in which the circle system has been introduced. It is reported that in Dacca the panchayats have done much good police work and are showing increasing interest and helpfulness in police matters. Similar results may be hoped for elsewhere when the passing of the Village Self-Government Bill renders possible an extension and development of the circle system.

Disposal of criminal cases.

It is unsatisfactory to find deterioration in the prompt disposal of cases by Magistrates. The causes alleged in some districts are the shortage of officers, the more frequent transfers to which this condition gives rise and the pre-occupation of subdivisional and other officers with work connected with the war. These factors, no doubt, contributed in some cases to the unsatisfactory results, but the question is, in general, one of organization and forethought, and more business-like arrangements are necessary in fixing dates for cases and more firmness in refusing unnecessary adjournments. The matter requires constant attention at the hands of Commissioners and District Magistrates during their inspections. Similar control is necessary in regard to the action of Magistrates in referring petty cases to the police for enquiry.

Criminal Investigation Department.

The Criminal Investigation Department took energetic action during the year in Western Bengal to rid the mufassal districts of gangs of habitual dacoits and thieves. It is generally the case that when an area looks black on the crime map, the crime there is due, not to the inhabitants of the area as a whole, but to a small portion of the population who have banded together to plunder the rest. By taking action under sections 400 and 401 of the Penal Code against gangs of this sort, the Criminal Investigation Department succeeded in clearing some areas altogether of crime and in effecting a remarkable reduction in others.

The section of the Criminal Investigation Department, which deals with the administration of the Criminal Tribes Act, has been strengthened, and ten more gangs were brought under the Act during the year. The Act provides control over habitual criminals which can be obtained in no other way, but, as the Inspector-General points out, it needs a large staff to take full advantage of it. The need for surveillance after registration was met by the appointment of three inspectors and thirteen sub-inspectors for the work.

The Criminal Investigation Department and the force as a whole, should in future years, be greatly benefited by the accession of officers trained in the newly opened detective school at Howrah. The curriculum provides instruction in various branches of scientific police work. The establishment of the school is an important step towards educating the police in India up to the standard of European countries, and is an experiment which will be watched with interest. The organization of a special detective staff for the 24-Parganas has proved of great assistance to the district police, and has done much to improve the control over professional and organized crime in the area around Calcutta.

Police Administration.

Government Review on the Annual Report for 1917.

[Punjab.]

Reduction in crime.

From a criminal point of view the past year has been comparatively uneventful: as was anticipated in the previous review the improvement in the situation there recorded has been steadily maintained not only in 1917 but also (to a diminishing degree) in 1918. The total number of true cognizable cases of all kinds has continued to decline and stood at the close of the year at 34,874—a fall of 5,585 cases or 14 per cent, as compared with 1916. If the year 1912, when crime in the province reached its climax, be taken for comparison the decrease amounts to 28 per cent. Excluding offences under local and special laws, the year's aggregate of 24,279 represents a reduction of over 16 per cent on 1916—28,937: of 32 per cent on 1912—35,320: and of 26 per cent on the average of the five years 1912-16—33,614.

The conditions which contributed to the decline in 1916 continued to exercise their influence in 1917: politically, the province was tranquil: economically, the classes from which criminals are chiefly drawn were compensated for high prices by still higher rates of wages and the increasing and often unsatisfied demands for labour of all kinds. An intensified recruiting campaign, which attracted over 120,000 of the more adventurous spirits to the army, and the further development of measures for supervising criminal tribes combined with the increasing confidence of the public in the police and the organization of village patrols in rural areas have also assisted materially. To these factors must undoubtedly be added the deterrent effects produced generally by the success of the administration in bringing criminals to justice, and in the west of the province, where the *jangli* tribes preponderate, by the despatch of Jail Labour Corps to Mesopotamia ; for convicts from among those clans provided practically no volunteers for these corps and yet the districts inhabited by them are singled out by the Inspector-General of Police as exhibiting the greatest all-round decreases of crime. At the same time, while the war with its diversion of thought and energy to novel lines of activity has undoubtedly affected the state of crime very profoundly, it must be borne in mind that serious crime in the Punjab had been on the wane for over 12 months before war broke out. The process of contraction received a check in 1915 when, owing to the political unrest in the south-west and the return to the central districts of thousands of emigrants from America and the Far East, many of them imbued with anarchical and revolutionary ideas, certain forms of lawlessness such as dacoities and burglaries showed an abnormal increase. But this fluctuation was temporary only : and the decline in the curve of crime has been much sharper in the last two years. One obvious and reasonable explanation of this phenomenon would appear to be the wider opportunities for profitable employment of all kinds which the war has opened out for all classes of the community. While the economic difficulties created by the war have pressed heavily on the poor *sufedposh* classes in the towns it may safely be said that remunerative employment has never been so abundant for those able and willing to work. The progressive shrinkage in total crime since 1912 is clearly illustrated by the fact that the number of true cognizable cases per 100,000 of the population was 241 in 1912, 239 in 1913, 236 in 1914, 233 in 1915, 202 in 1916 and 174 in 1917.

Preventive measures.

Of old offenders the number convicted was considerably lower although the percentage was higher, than in 1916, a fact which may be explained by the successful development of the operations of the Finger Print Bureau. The number of persons called on to furnish security has declined by 21 per cent since last year ; but the hands of the criminal administration, recently armed by the Criminal Tribes Act, have since last year been further strengthened for preventive action by the passing into law of the Village Patrol and Restriction of Habitual Offenders Acts. The number of punitive posts was reduced during the year by 9 to 31.

Service of processes.

The Hon'ble Judges of the Chief Court were asked last year to examine the statistics of the service of processes in non-cognizable cases, which in recent years have shown progressive increases. The result of such enquiry has not yet been communicated to Government : but it is noticeable that the number of such services has still further advanced this year although the total of non-cognizable cases brought to trial has fallen by 7,545 to 68,880 or nearly 10 per cent, while the number of persons who appeared in Court has dropped by 20,978 to 163,810 or over 11 per cent as compared with the figures of 1917. No doubt the burden of recruiting duties has curtailed the time at the disposal of the magistracy; but this does not appear to be an adequate explanation of the disproportionate increase of services that has been remarkable for several years.

Rewards.

The Lieutenant-Governor notes with satisfaction that the system of giving liberal money rewards and in special cases grants of land to those who have rendered service to the criminal administration is being steadily pursued. The system has produced admirable results in recent years, and its maintenance is essential as one means of indicating that the administration and the people have an equal interest in the maintenance of law and order.

Railway police.

At the close of the year a small Committee was appointed by the local Government to examine the constitution and working of the Railway Police which had not come under scrutiny in 1914 and 1915 when the Criminal Investigation Department and the general force were reorganized. The Committee's Report was presented in the current year and orders have now been passed for the separation of the Railway Police from the Criminal Investigation Department, which in itself is a sufficiently onerous and responsible charge. The old arrangement has been reverted to whereby this department is placed under a whole-time Assistant Inspector-General, assisted by a Senior Assistant Superintendent: and the opportunity has been taken to reorganize and redistribute the whole establishment.

REVENUE.

Land Records Department.

GOVERNMENT REVIEW ON THE ANNUAL REPORT FOR 1916-17.

[Bombay.]

Recent improvements.

The report submitted by the Department of Land Records on the work of the year 1916-17 gives evidence of continued activity and enterprise within the wide field over which its various operations extend. Expansion in some directions has been retarded by the limitations imposed on expenditure during the war, but on the other hand considerable attention has been paid to the improvement of methods of land survey and record of titles in order to secure greater expedition and accuracy and to effect reduction in the cost of operations. Amongst the improvements recently introduced or further extended during the year may be mentioned the minor triangulation system of village survey, which provides a simple and inexpensive survey of occupancies based on a permanent framework. The principal advantage claimed for this system is that it permits of the recording of changes with greater ease and promptitude than was possible under the more complicated and less stable system followed by the old Survey Department. The whole procedure of survey, record of title to property, and preparation of maps for urban areas has undergone complete revision, and the new methods are set forth in full detail in a Manual of City Survey prepared by Mr. Anderson and published by Government. A third important improvement which has been gradually evolved during the last few years is the plane table system for the survey of sub-divisions of survey numbers. It is now established beyond doubt that the results obtained thereby are more accurate, less expensive and of greater utility both to the land holder and to Government than the results of the methods of survey hitherto followed.

Record of Rights.

Every succeeding annual report bears testimony to the increasing reliability and popularity of the Record of Rights. The administrative advantages which followed from its successful introduction in Government villages led to the extension of the record to agricultural lands in inam villages and to surveyed towns and village sites. During the year under review the record was promulgated in numerous inam villages and introduced in the surveyed sites of Godhra, Sholàpur, Bàrsi, Ahmednagar and Gadag. The accuracy of the Record of Rights of agricultural holdings increases with the extension of the sub-division survey which provides for each holding, however small, an accurate plan giving the correct area and the proportionate assessment worked out on scientific principles in place of the rough estimates hitherto entered in the record. At the same time the inquiries made on the spot by the surveyors in the presence of the cultivators afford material for the revision of the record. It has therefore been the practice to arrange that the revision of the record should follow the completion of the survey, and it is satisfactory to note that where this arrangement has been effected, a very high standard of accuracy has been attained. The re-writing of the record was in progress and was completed in several talukas in all three divisions of the Presidency proper, and this revision appears to be well up-to-date save where, as indicated above, revision operations have been postponed pending the completion of the sub-division survey. In the review of last year's report Government expressed the opinion that the present methods of quinquennial revision could, in all probability, be greatly improved in the light of accumulated experience. They trust that the Commissioners will not suffer this question to escape their attention. There are indications that the form of the record requires further adaptation to the peculiar and complex conditions of holdings in the Konkan, but it is probable that no definite proposals can be formulated until the completion of the sub-division survey.

The phalni parties displayed considerable activity in the measurement and mapping of sub-divisions and in the distribution of assessments. The value of this survey as ancillary to the accurate maintenance of the Record of Rights has already been referred to. It has a further utility in exposing the inaccuracies of measurement or classification which may have occurred during the settlement surveys. The Director is confident that the work of maintenance can be undertaken by each talati for the group of villages in his charge, and with this object in view efforts are being made to impart the necessary instructions. How far the maintenance can be safely entrusted to this agency is still a matter of experiment, but it would appear that if the method proves successful, the operations will be conducted with greater celerity and at less expense to the land-holders than under the present system of itinerant surveyors.

Town survey.

The survey of the larger towns with the consequent inquiry into titles and the preparation of property registers and maps was continued during the year.

The fate of the neglected surveys in Bombay, Poona, Ahmedabad, Surat and other towns, which were dealt with many years ago, indicates the importance of recording with promptitude all alterations which may occur within the surveyed area.

Census of wages.

GOVERNMENT ORDER ON THE SPECIAL OFFICER'S REPORT.

[Madras.]

The existing system of obtaining information as to the average wage obtained by agricultural and other labouring classes dates from Mr. Moreland's note recorded in G. O. No. 1279, dated 27th May 1907. Previous to that, wage statistics were collected by districts at short intervals and being subject to little or no check were practically valueless. In consequence of Mr. Moreland's note, the system of quinquennial census of wages was introduced. The Government have now before them the results of three quinquennial censuses and have also received and considered paragraphs 1 to 17 of Mr. Gray's report which deal with the question of the wage census. They are, therefore, in a position to judge the efficacy of the method now in vogue.

The Government have no doubt that the quinquennial census is the correct line upon which information regarding wages of districts should be obtained and they see no reason to depart from the general ideas which are put forward in Mr. Moreland's note. But the census, as at present carried out, conveys little or no useful information, though individual facts recorded may not be inaccurate. The same comments are made on the same defects, census after census, without any adequate attempt to remedy them. It is therefore important to consider what steps are necessary to improve the method of collecting the required information.

In the figures of each census which has been taken till now, the crucial defect noticed is the enormous range between the maximum and minimum rates reported for the same area. The Government consider that this defect should be remedied when the next census is taken in 1921. Mr. Gray, in his report, dated 22nd November 1917, has recommended that Table II* of the wage census should be prepared by taluks or homogeneous groups of taluks, instead of by districts. This recommendation is supported by the Board of Revenue and is in the right direction, but it may be necessary to go even below the taluk as a unit where clearly differentiated wet and dry tracts are included in the same taluk. The Government consider that for the purposes of the census, it should be adopted as a general principle that instead of following a hard and fast revenue unit, the unit should be a homogeneous tract which may be as large or larger than a district or, on the other hand, as small or smaller than a taluk.

Mr. Gray next recommends that instead of the month of August being the fixed date when the wage census should be taken, the principle of adopting the most suitable month in each district should be substituted. This is again a move in the right direction, as tending towards the carrying out of the census on an elastic and intelligent plan and the Government approve the suggestion.

Mr. Gray's third suggestion is that the figures returned by the reporting agency, *i.e.*, chiefly the Revenue Inspector, should be scrutinised in the taluk office. The Board of Revenue substitutes the suggestion that the returns should be tabulated and scrutinised in the Collector's Office. The Government are not in favour of either of these proposals. They consider that the only way to secure a satisfactory wage census is to adopt the plan which has for many years been followed in regard to the census of population, and to appoint a special officer to superintend and carry out the operation. In the case of a census of wages this plan would neither be very expensive nor very elaborate. A Deputy Collector or a junior I.C.S. officer, with some knowledge of and interest in the subject, should be placed on special duty for a period of six months. He will then decide once and for all the areas which shall form the units for tabulating the returns in the various districts and the month most suitable for taking the census in each such area. He will thus be able to check the returns as they come in from the Revenue Inspectors, and the figures, as compiled under his superintendence, should be of real economic value. The actual work of reporting should continue to be entrusted to Revenue Inspectors who appear to the Government to be the most suitable agency for the purpose.

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*Omitted here.

Mr. Gray's last suggestion that the census unit should be the family instead of the individual labourer does not commend itself to the Government. Care should, however, be taken that the reports give only the wage earned by an average adult labourer between the ages of 20 and 45 and not that of youths and children which appears to have been taken into account in some cases in the past.

The Government will now proceed to pass orders on certain suggestions which have been made in connection with the preparation of the returns:—

(1) The Government agree that the instructions issued to Revenue Inspectors for the preparation of return D* relating to farm servants should be modified so as to include cases of farm servants who take advances and agree to serve until the advances are paid off.

(2) The Government consider also that the return in form K* (wages paid to coolies at railway stations) is of no practical value and should be abolished.

(3) The Government of India will be requested to issue instructions regarding the classes of workmen to be mentioned in column I of Form H.*

Grazing grounds.

POLICY OF GOVERNMENT ON THEIR TREATMENT.

[Madras.]

The Government have been considering the policy to be adopted, especially at the periodical resettlements, in regard to the treatment of porambokes set apart for the grazing of village cattle. Hitherto settlement officers have added to, or taken away from. the area of existing grazing grounds according to the estimated requirements of each village without any general instructions as to the objects to be kept in view being laid down for their grazing.

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*Omitted here.

The Government consider that the policy of reserving waste lands on a large scale as 'grazing ground porambokes' is unsuitable to modern conditions and contrary to the best interests of cattle-breeding. As early as 1871, the Indian Cattle Plague Commission described these common grazing grounds as "an abode and nursery of contagious diseases among stock." The Agricultural committee of 1888 expressed a similar view in the following terms:—

"It is agreed on all hands that so long as the common-herding system prevails, so long will cattle be a mixed and degenerated lot, the produce of immature bulls of the lowest type and common village cows of an equally low class; a 'promiscuous union of nobody's son with anybody's daughter.' So long as the common waste lands and village cattle-stands are frequented by 'half-starved cattle and sheep,' a disgrace to their respective breeds, a fruitful cause of disease, no individual farmer could improve his breed of livestock."

Mr. Sampson, Deputy Director of Agriculture, observed in his report on the cattle survey of the Madras Presidency that "as far as the maintenance of the quality of the stock is concerned nothing can be said in favour of communal grazing; in fact everything is against it." In connexion with the question of the curtailment of grazing grounds which was considered in 1906, the majority of the Collectors consulted expressed themselves against the provision of grazing grounds. More recently, the case against 'communal grazing' was succinctly stated by Mr. Chadwick in a leaflet published in 1913.

Thus according to expert opinion there is little prospect of any improvement in the quality of cattle while village grazing grounds continue in their present condition. To effect a real improvement in the quality of livestock, the raiyats must be induced to substitute stall feeding for the haphazard system of communal grazing. The land which is at present used as grazing ground could be used to much greater advantage in producing fodder as an agricultural crop. Experiments have shown that the fodder derived from a dry cholum crop is fifty times as much as the hay which can be got from the same land, and for an irrigated crop the figures are even more striking.

The Board of Revenue considers that no hard and fast rules of policy applicable to the whole Presidency can be laid down, since the varying conditions of the several districts and tracts of country require different methods of treatment, but that the gradual absorption of much of the available grazing ground by cultivation should be contemplated. In order to attain the object in view, the Board recommends the adoption of the following general rules:—

(1) That cattle-stands in the delta and black cotton tracts where grazing gounds do not exist to any appreciable extent and where cattle are generally stallfed should be carefully preserved.

(2) That darkhasts for grazing ground porambokes in red soil tracts should be dealt with on their merits, after a consideration of the

general conditions of the village, and should not be rejected summarily, merely because the land is registered as grazing ground poramboke. Encroachments on these porambokes should be treated on similar principles.

(3) That transfers of assessed and unassessed lands to grazing ground porambokes should be made only in exceptional cases and that special settlement officers should not make such transfers without the Collector's assent.

The Government accept the Board's proposals generally. At the same time they agree with the Board that the undesirability of any sudden and general abolition of grazing grounds should be impressed on district officers. The introduction of the policy outlined above though steadily pursued should be carried out with great care and discretion so as to avoid any unnecessary disturbance of rural economy and to allow the raiyats time to adapt themselves to changing conditions.

In G. O. No. 2435, Revenue, dated 26th June 1918, the Government in sanctioning certain changes in the Darkhast rules have agreed that specific areas may be reserved for eventual assignment to members of the depressed classes. The Board should invite the attention of Collectors to this possible method of disposal of unnecessary grazing grounds.

SANITATION.

Sanitary Administration.

SANITARY COMMISSIONER'S REPORT FOR 1917.

[Bihar and Orissa.]

Investigation and prevention of Malaria.

Malaria as a disease is mildly endemic throughout the province but is only hyper-endemic in certain definite and restricted areas chiefly along the Napal Terai and among the ghats and foot-hills of the Chota Nagpur Plateau and the Sandal Parganas.

The areas which chiefly require investigation are the hyper-endemic areas referred to which are the chief foci of the malignant type of fever.

A scheme for carrying out experimental anti-malaria measures in two small selected areas (one urban and one rural) in Katihar and Kishanganj in Purnea District was started during the year.

The following measures are being carried out—

(1) The energetic distribution of quinine free, both in treatment and as a prophylactic.

(2) Investigation as to the varieties of mosquitoes prevalent in the selected areas and their particular breeding places.

(3) The collection of information and statistics as to the prevalence of malarial fever and of enlarged spleens.

(4) Some blood examination work if possible so as to determine the nature of the malarial infections which are prevalent.

(5) Preventive measures against mosquitoes, *viz.*, the discovery and removal of their breeding places where these are small and the application of kerosene oil where possible, where these are large and also the removal of grass, weeds and jungle growth round the edges of large water collections.

Plague prevention.

The general conclusion which I am compelled to draw from the experience of plague preventive measures in past years is that outside interference can accomplish little when it is opposed by the inertia and the prejudices of the people who dislike inoculation and will not take the trouble to get rid of rats in their own houses. No measure unless it is generally adopted can have any great preventive value and I am convinced that rat-killing by public agencies is essentially a failure; because it does not accomplish the destruction of any appreciable number of rats. The only plague preventive measures which has any practical value at present is evacuation, and the value of that measure lies in the general acceptance by the people who understand its benefits and who carry it out promptly now that they have learned the lesson of its importance.

Press and Publicity Bureau.

The scheme for opening a Press and Publicity Bureau with a view to educating the public to a higher standard of sanitary knowledge and activity was sanctioned during the year and started on a small scale in the beginning of September. A large number of articles and paragraphs issued to the Press throughout the province, and the sanitary series placards were reprinted in Hindi in leaflet form. A series of sanitary placards dealing with important sanitary questions shortly and in simple language was inaugurated towards the end of 1916, and the first four numbers of the series were published before the end of 1917. They were widely distributed throughout the province and applications have since been received not only from within the province but from all over India for copies. The first editions of 2,500 copies are now practically exhausted and it may be advisable to reprint the series this year. The series have been translated into vernacular and printed in several parts of India and the Press and Publicity Bureau of this province has reprinted the series in leaflet form in Hindi.

General.

Sanitary progress is slow and sanitation remains in a static condition, chiefly because of the ignorance and inertia of the people themselves, and partly because there is no apparent source of the expenditure which must necessarily be incurred.

If progress is to become more rapid and more real, the methods of advocating and enforcing sanitary reforms must be made more effective and altered so as to appeal more directly to the minds of the people. Something can be accomplished by compulsory legislation, but no real and permanent advance can be made until the physical and economic benefits of sanitary reforms are impressed upon the popular mind in a popular manner.

A little knowledge may be a dangerous thing, but at any rate some knowledge of elementary facts and of the modern theories which are based upon them would be preferable to complete ignorance and might reasonably be expected to lead to a demand for greater knowledge.

I would, therefore, advocate a slow but definite programme of legislation involving a gradual advance in the standard of sanitation required in communities, with a view to enforcing the idea of citizenship and responsibility in sanitary matters. The education of the popular minds in sanitary matters has now been taken in hand by the Press and Publicity Bureau and I hope and anticipate that this work will become more extended and more useful from year to year. With this work in progress, it should become more easy and it is certainly more necessary that the scope of sanitary legislation should be extended and that it should be more strictly enforced.

Sanitary Administration.

GOVERNMENT RESOLUTION ON THE SANITARY COMMISSIONER'S REPORT FOR 1917-18.

[United Provinces.]

Infantile mortality.

The infantile mortality, though higher than that of the preceding two years, was considerably lower than that of other previous years except 1912. The high proportion of deaths from tetanus still throws doubt on the accuracy of the diagnosis of the causes of infantile mortality, though the steps taken for the verification of reports in Benares, Allahabad and Cawnpore appear to have resulted in a reduction of the proportion in these municipalities. Whatever allowance be made for inaccuracies, there can unfortunately be no doubt that the number of deaths from tetanus, a disease usually due to uncleanly midwifery, is extremely high. Good work is being done in the training of midwives in Dufferin hospitals with the aid of the Victoria Memorial Fund Scholarships, but the systematic attempts to train bazar dais, which has been carried on for a number of years, has proved a failure. It has been found impossible to get these women to observe the most rudimentary rules of cleanliness, and they are too much attached to their old hereditary methods ever to abandon them. A scheme for the grant of diplomas to trained midwives is now under the consideration of the State Board of Medical Examinations. There is much weight in what the Sanitary Commissioner says in regard to infantile mortality that, important as the question of supply of properly trained midwives is, a far more important question is the provision of a cheaper supply of reasonably pure milk.

Disinfection of wells.

Bleaching powder was substituted for permanganate of potash for the disinfection of wells under the cholera scheme, but the supply of bleaching powder was only possible to 12 out of the 20 districts protected by the scheme. It is remarkable that the ratio of the death-rates in the protected and unprotected districts, which in the six years before the introduction of the scheme was as three to one and in the three years 1914 to 1916 was nearly equal, returned in 1917 to a proportion of three to one. It is very probable, as the Sanitary Commissioner suggests, that this rise in the ratio is due to the insufficient supply of permanganate and bleaching powder.

There can be doubt that the systematic cleaning of wells has been doing good and saving life.

Sanitary Administration.

GOVERNMENT RESOLUTION ON THE SANITARY COMMISSIONER'S REPORT FOR 1917.

[**Bengal.**]

Infantile mortality.

The number of infants dying during the first year of life was only 18·5 per hundred births. There has been a steady and progressive decrease in infantile mortality during the last four years, the percentage falling from 22·14 to 18·5. The highest ratio (23·92) was recorded in Calcutta, where, however, there has been considerable improvement during recent years. The ignorance and inefficieny of Indian midwives, coupled with the insanitary conditions which attend child-birth in a crowded city, constitute a special problem; and the Governor in Council is pleased to observe the success of the Lady Health Visitors and the midwifery organization under their control in preventing waste of child-life. During 1916-17 the Corporation midwives attended 627 cases, and there were only three maternal deaths, while the number of infantile deaths within ten days after birth was 35. A system of periodical inspections of babies at their homes by the Lady Health Visitors has also been introduced, and the fact that there were only 19 deaths among 464 babies under observation justifies the claim of the Chairman that the measure has some potential value in the saving of infant lives.

Vital statistics.

The returns of vital statistics are admittedly deficient, and it is unnecessary to dilate on this familiar fact. The usual verification by inspectors and sub-inspectors of vaccination brought to light a slightly larger proportion of omissions, *viz.*, 3·3 per cent of births and 2·3 per cent of deaths, than in the preceding year. The statistics are defective not only on account of such omissions, but also through confusion as to the causes of death. The Sanitary Commissioner estimates that, even in the most malarious districts, possibly only one quarter, or at the most one-third, of the deaths entered under the head of fever are really due to malaria. "Kalaazar accounts for a certain number of deaths in some districts; enteric fever is far more prevalent than is generally supposed; and phthisis probably accounts for at least 10 per cent of the deaths recorded from fever." An improvement has, however, been effected in some towns. The recorded birthrate in Asansol has been raised in two years from 6·02 to 30·5 per mille. Dhulian, in Murshidabad, which last year headed the list with a birth-rate of 31·4, has this year increased the rate to 43·6. Brahmanbaria and Madaripur also record rates of over 40, representing an increase of 16 and 12 per mille, respectively. On the other hand, 14 municipalities record birth-rates which are absurdly low, ranging from 7·6 per mille in Jhalakati to 14·8 per mille in Mymensingh. These 14 municipalities include district headquarters and populous towns, such as Suri, Burdwan, Bogra, Khulna, Titagarh and Bhadresway, in which a better system of registration might be expected. It is clear, as the Sanitary Commissioner remarks, that "in the majority of these towns the lowness of the birth-rate merely signifies neglect on the part of the local authorities to take steps to secure accurate registration."

In addition to the usual free distribution of quinine, of which the cost is met by Government, special measures were undertaken in several localities for the prevention and reduction of malaria. Anti-malarial surveys were carried out in the Basirhat and South Dum-Dum municipalities and in a large number of villages, as well as at the Kidderpore docks and the Sibpur College. Quinine was distributed to school children by five towns and five District Boards; and a spleen census was taken by thirteen towns and two District Boards.

Interesting proposals regarding the possibility of forecasting and mitigating epidemics of malaria were received from Sir Leonard Rogers and were referred early in the year under review to the Sanitary Commissioner, whose report is still awaited. The Sanitary Commissioner draws attention to the efficacy of quinine prophylaxis in the case of European residents in the Duars. Ten years ago this district was so notoriously unhealthy on account of malaria and black-water fever that it was known as "the white man's grave." In 1906, there were 20 deaths amoung 200 Europeans, most of whom were young adults. The daily use of a small dose of quinine as a prophylactic has now been adopted by almost the whole of the European community, with the result that black-water fever has now almost ceased to occur among them; enlarged spleens are rare; Europeans are enabled to enjoy relatively good health; and the Duars is now spoken of as "a fairly healthy district."

There is also reason to believe that the prophylactic value of quinine is being recognized and appreciated by Indians to an increasing extent. Eloquent testimony on this point is afforded by editorial paragraphs which have recently appeared in the *Bengalee* and *Amrita Bazar Patrika*. The former journal points out that "in the malaria season quinine is as much an essential commodity to the inhabitants of villages as food or clothing;" that the drug is "an article of everyday necessity" and as "important as air or water" to the mufassal public. The *Amrita Bazar Patrika*, which has hitherto been sceptical as to the benefits of quinine, remarks that a stoppage of the supply of quinine treatments to village post masters "means the sure death of hundreds of persons for want of an ordinary medicine. Quinine may not always cure malaria, but there is no doubt that it is the only anti-malarial medicine hitherto discovered . . . In malarial places it is as essential as daily food."

Mines Board of Health.

The Governor in Council is pleased to observe the excellent work being done by the Mines Board of Health in checking and controlling outbreaks of small-pox, cholera, malaria, and in the mining settlement in the Asansol sub-division of the Burdwan district. It is reported that the precautions taken by the Board proved effective in arresting the spread of epidemics of small-pox and cholera in this area, the decrease in the number of cases compared with the previous year amounting roughly to 1,000 and 600 per cent, respectively. The organized distribution of quinine also appears to have been largely instrumental in preventing a recrudescence of the epidemic of malaria which in 1916 spread panic among the labour force of the collieries. The Mines Board of Health has the advantage not only of dealing with a comparatively small area and with a population largely under the control of the collieries, but also of being able to exercise special powers under the Bengal Mining Settlement Act and the Epidemic Diseases Act; but even so the diminution of disease in the mining settlement shows, as the Sanitary Commissioner remarks, "the remarkable effect of organized control and should serve as an object-lesson to all District Boards."

Development of the Sanitary Department.

The year under review witnessed a continued development in the activities of the Sanitary Department, due to the growth of interest in questions of public health, and the closer attention paid to the sanitary organization of local bodies, as well as to the special enquiries and experiments which were in progress. There was also a further increase of work in the bacteriological laboratory of the Department owing to the more frequent analysis of samples of water and food. It is anticipated that there will be a further expansion of this branch of the Sanitary Department if a Bill for the prevention of food adulteration which Government propose to introduce becomes law.

The sanitary organization of municipalities under the Bengal Municipal Sanitary Officers Act of 1914 is now practically complete, but the position is very different in rural areas. The Sanitary Commissioner has repeatedly drawn attention in his report to the absence of any effective public health organization outside the towns and to the necessity for a full-time District Health Officer and subordinate staff for systematic work in the prevention and mitigation of outbreak of malaria, cholera and small-pox. No real advance in regard to vaccination or any other public health work can, in his opinion, be expected until there is a properly organized public health department in each district. The Governor in Council recognizes the steps already taken by District Boards to afford medical relief by the establishment and maintenance of dispensaries, but hitherto their energies have been devoted to the cure rather than the prevention of disease. It has not been sufficiently realized that public health is one of their primary duties, that they are responsible for initiating sanitary reforms in rural areas, and that for this purpose there must be an organized staff trained in modern methods of hygiene and capable of dealing with problems of public health. The great majority of the Boards have been satisfied with entertaining a low paid Sanitary Inspector of poor qualifications and with deputing doctors to deal with epidemics as they arise. Much more is required of the District Boards if they are to discharge their functions as guardians of the public health; and orders are about to issue, as a preliminary measure of reform, requiring the appointment by all District Boards of a qualified District Health Officer, who will be responsible for vaccination work, measures against epidemics and sanitary education in rural areas.

PART IV—Miscellaneous.

REPRESENTATIVE ASSEMBLY.

Dasara Session—17th October 1918.

Address by the Dewan of Mysore.

GENTLEMEN.—We meet here, by His Highness' command, to exchange views on the work of the country in the thirty-fifth Dasara Session of the Representative Assembly.

Before beginning the business of the Session, it is my pleasing duty to echo the sentiments of this Assembly and to convey to His Highness the Maharaja our loyal and respectful greetings on his return to the State from an extended tour in Kashmir and the extreme north of India.

The War.—We rejoice that the fortunes of the war have undergone a marked change during the past three months, as indicated by the gratifying successes on the Western Front, the surrender of Bulgaria and the victories in Mesopotomia and Asia Minor. The situation is full of happy augury for an early and victorious peace.

As regards co-operation in war measures, His Highness the Maharaja's contribution towards the cost of the war has been increased to Rs. 70 lakhs. A sum of Rs. 65 lakhs out of the State balances has been invested in the first and second War Loans and the people of the State have separately contributed Rs. 36 lakhs more. Our Imperial Service Lancers and the Imperial Service Transport Corps are still at the Front. They have seen service in Egypt, Mesopotamia and Palestine and we have had the pleasure of receiving, from time to time, very favorable notices of their work. Last year, the Imperial Service Lancers are reported to have taken a creditable part in the operations against Gaza.

In regard to recruits, we have not been able to supply more than 40 per cent of the number demanded. This is because, as I remarked before, soldiering has become a lost art in the country. But it is a question of time for the people to get used to the profession and join the army in larger numbers. Strenuous efforts are being made and liberal inducements, including the grant of lands, are being offered in order to attract recruits. A high officer of Government has been placed on special duty to organise recruitment operations, and active propaganda work is in progress.

The present situation.—We are passing through anxious times. The war, drought, the high prices of necessaries of life, the plague and the epidemic of influenza, which has recently spread into this part of the country, mark a distressing combination of calamities, which are pressing heavily on the population, and especially on the poorer classes.

The deficiency of food supplies is a common experience all the world over at the present time. The position in Mysore is intensified by the almost entire failure of the south-west monsoon. At one time, the outlook seemed very gloomy, but a few heavy showers during the last and the current months have partially relieved the situation. The difficulties have arisen chiefly from panic, due to the withholding of stocks by the cultivators and attempts at profiteering on the part of the merchants.

Apprehending a shortage of food supplies, Government were obliged to bring under control the movement of the principal food grains. Maximum prices have been prescribed for the sale of ragi and rice in certain districts and depots have been opened in the cities of Bangalore and Mysore, for sale at cost price. Several public-spirited citizens have also come forward to sell food grains at reasonable prices. These measures have had a salutary effect, but the situation, though well in hand, continues to cause anxiety.

Presumably, there are stocks of food grains in the country sufficient to last for some months to come and the ensuing harvest, however reduced or scanty, will add to our resources. What is required is that the existing food supplies should be properly conserved and distributed, and that producers, traders and consumers should realise the peculiar difficulties of the situation and work in a spirit of harmonious co-operation. The strong hand of Government must always be in evidence and continue to interfere whenever any section of the community tries to take advantage of the difficulties of the public.

THE PAST YEAR'S ADMINISTRATION.

Central Administration.

The character of the administration is changing under the influence of new conditions. The increase of activities, the creation of new departments, the development of representative institutions and the situation created by the war, have multiplied the work of Government and rendered its functions more onerous and varied. The work of development is receiving increased attention and, judged by statistics alone, the volume of Government business has nearly doubled during the past seven years.

An Extra Member of Council has been appointed, the Secretariats have been re-organised and strengthened and the appointment of Chief Secretary has been revived in order to secure greater co-ordination of business. Special attention is being devoted to the recruitment of the services. Six Assistant Commissioners were appointed on the basis of the results of a competitive examination held in 1917, and six more were nominated from among the members of backward communities. For the recruitment of the upper subordinate grades, 34 Probationers were selected during the year for the different departments.

One of the important measures undertaken in recent years is the codification of rules and procedure in the several branches of the administration. A system of office inspections by the Efficiency Audit staff has been introduced. A Statistical Branch has been newly organised in the Secretariat under a Director, for the purpose of consolidating and improving the agricultural, industrial, trade and administrative statistics of the State.

Representative Institutions.

The Representative Assembly.—As announced in the April session, the franchise of the Representative Assembly has been broadened and simplified. The Assembly has also been granted the privilege of interpellation. Arrangements are in progress to build a new Representative Assembly Hall which will provide better accommodation and various minor conveniences to the members. His Highness the Maharaja has graciously permitted its being named after him.

Altogether 426 subjects were brought up before this Assembly in the two sessions held in 1917-18. Of these, 244 have been disposed of and 182 are under consideration.

The Legislative Council.—The Legislative Council met thrice during the year and considered nineteen bills. Among the measures enacted were the Companies Regulation, the Transfer of Property Regulation, the Municipal (Amendment) Regulation and the Local Boards and Village Panchayets Regulation.

The Economic Conference.—The Economic Conference met in Mysore for its annual session in June 1918. The chief work done was that of adapting the economic work of the State to changed conditions and the improvement of the organization. His Highness the Maharaja has been pleased to decide that the Economic Conference organization should be made permanent and the exact form to be given to the organization is under consideration. With the Legislative Council, the Representative Assembly and the Economic Conference, the State possesses a more or less complete organization for the political and economic training of the people.

District and Taluk Conferences.—Conferences were held in every district and taluk during the past year, and also in some *hoblis* on the people's own initiative, and agricultural, industrial and health exhibitions were arranged in connection with many of them. At present, these conferences are organised by the joint exertions of officers and non-officials. There is, however, a growing tendency for non-official gentlemen to come forward and take the initiative. And, in course of time, these district and taluk conferences may be expected to develop into miniature Representative Assemblies for the respective areas and prove valuable adjuncts to local administration.

Local Self-Government.

Municipalities.—Meanwhile, attention is being paid to the rapid development of the local Self-Government Scheme. The necessary legislation has been passed and a special officer appointed to assist in its introduction. In order to reduce gradually the official element in Municipal administration, the Bangalore City Municipal Council has been granted the privilege of electing its own President. Non-official Presidents have been appointed for the Town Municipal Councils of Kolar and Chickmagalur and the office of Vice-President has been declared elective in the two cities of Bangalore and Mysore, and in twelve towns. In three more towns, non-official Vice-Presidents have been appointed by Government. In the Mysore City, non-official gentlemen have been appointed both on the Municipal Council and the Trust Board in the place of the official President-Chairman.

A programme of improvement works has been adopted for the Bangalore City which includes the construction of a General Market, a Town Hall and Municipal Offices and various other improvements and amenities. The cost is estimated at Rs. 13 lakhs, of which two-thirds will be borne by Government as a special case. Projects for laying out new extensions to the east of the Fort Centre Road in Bangalore City and near Vontikoppal in Mysore City, and also for the formation of industrial suburbs in both cities, have been sanctioned.

Rural Boards.—The reorganisation of rural boards is proceeding satisfactorily. Their revenues have been materially increased by the transfer to them of the *mohatarfa* tax and the items of local cess which constituted the Local Funds General. It is gratifying to note that, with the increase of resources, some of the District Boards are showing lively enterprise in regard to the extension of railways and road communications. Village Panchayets under the new Regulation have been constituted for 842 villages and further work is proceeding.

Finances.

Budget Estimates.—The revenue and expenditure for the year 1917-18 under service heads stood at Rs. 309·11 lakhs and Rs. 307·64 lakhs respectively, leaving a surplus of Rs. 1·47 lakhs. The capital outlay not chargeable to revenue aggreated Rs. 48·17 lakhs. For the current year, the Budget estimates, as finally passed, provide for a revenue of Rs. 298·33 and an expenditure of Rs. 297·92 lakhs under service heads. The proposed capital outlay not chargeable to revenue is Rs. 93·13 lakhs.

On account of the disturbing conditions arising from the war, great caution has become necessary in the administration of our finances. Government, however, anticipate no difficulty this year in meeting from current revenues the whole of the expenditure provided in the budget, including the capital outlay.

Revenue Departments.

Land Revenue.—The Land Revenue Department received considerable attention during the year. The prospects of Amildars have been improved and better arrangements made for recruitment and training. The taluk establishments have neen reorganised and an improved scale of pay introduced at a total cost of Rs. 84,000 per annum. A separate school for the training of Shekdars has been sanctioned. Various minor improvements have been effected in the system of work of revenue offices. Orders have been passed for the transfer of 125,000 acres of Amrut Mahal Kavals to the Revenue Department and steps are being taken to sub-divide and make the lands available for cultivation.

The Civil-Veterinary Department was reorganised in February 1918 in order to provide for the rapid extension of veterinary aid in rural parts.

Excise.—The excise revenue during the year amounted to over Rs. 65 lakhs as against Rs. 62 lakhs in 1916-17. With a view to reduce the consumption of intoxicants, 34 arrack and 346 toddy shops were closed during the year. The hours of sale have been further restricted and steps taken to remove shops located in prominent places. The issue of licenses for the sale of liquors during jatras has been discontinued. The principle of local option, which was introduced as an experimental measure, has worked satisfactorily and it is proposed to further extend it.

Forests.—In the Forest Department, the number of range charges has been increased and the pay of subordinates improved at an increased cost of Rs. 56,000 per annum. A school has been opened for the training of Rangers and other Forest subordinates. A valuation survey of sandal-wood has been commenced in order to place the exploitation of this valuable product on a scientific basis. Experiments in forest industries such as, the manufacture of paper pulp, straw boards, pencils and matches continued to receive attention.

The Registration Department has been reorganised at an additional cost of Rs. 19,000 per annum.

Protection and Minor Departments.

Judicial.—As announced in my speech at the last session, a scheme is being introduced for the separation of judicial and executive functions. A special officer has been appointed to assist in the introduction of the new arrangements, which will come into operation from the calendar year 1919 in the districts of Bangalore and Shimoga.

Police.—The pay of the men and officers of the police force has been increased and provision made for the investigation of crimes by a higher class of officers than at present. The prospects of the clerical establishment of the department have also been improved. The scheme of reorganisation, when fully brought into force, will involve an additional expenditure of more than Rs. 2 lakhs per annum.

Military.—The rates of pay, allowances and pensions of the members of the military force are being improved. A scheme has been sanctioned for the grant of lands on concessionary terms as a reward for distinguished service. Scholarships and other facilities are being provided for the education of soldiers' children.

Medical and Public Health.—The Medical Department has been reorganised and the pay of officers and subordinates increased, at an aggregate annual cost of Rs. 80,000. Recently, proposals have been sanctioned for encouraging ladies to enter the medical profession and for increasing the number of qualified midwives and nurses. The new buildings of the General Hospital at Mysore, now named the Sri Krishnarajendra Hospital, were completed and brought into use towards the end of the year. The vaccination establishment of the Public Health Department has been reorganised. A better scale of pay is provided for vaccinators, and to ensure efficient supervision, nine Deputy Inspectors have been appointed.

Hill stations.—The hill station of Nandi has grown in popularity, the number of visitors having doubled during the past three years. The improvement of Chamundi hill is proceeding. In view of the limited possibilities of Devarayadurga and Kalhattigiri, it is proposed to defer the schemes for the improvement of those stations.

Technical Departments.

Public Works.—The total expenditure on public works from all sources, including local funds and contributions, amounted to about Rs. 60½ lakhs. The Krishnaraja Sagara dam has been kept at a height of 63 feet at the centre to serve as a waste weir and it is raised in places up to a height of 103 feet on the flanks. Nearly the whole length of the low level channels has been excavated. The survey for high level canal and estimates for its construction are nearing completion. The outlay on the works during the year amounted to Rs. 11¾ lakhs, which brought the total expenditure up to the end of June 1918 to Rs. 127¼ lakhs. Project sub-divisions have been constituted to expedite the restoration of tanks. In connection with the improvement of irrigation facilities in the *malnad* construction work has been commenced on the *anicut* across the Bhadra in the Shimoga District which is estimated to cost Rs. 8½ lakhs.

The construction of the new Palace at Mysore has been put in hand. Building estimates aggregating nearly Rs. 2½ lakhs have been sanctioned in connection with the Mysore University and a sum of about Rs. 2 lakhs has been allotted for the construction of school houses throughout the State. An Architect's Division has been formed to deal with important building projects.

Particular attention was paid during the year to the repair of the more important roads. District Boards have been offered liberal assistance for the construction of new roads in the interior, whenever they are badly wanted. The bridge across the river Tungabhadra at Honnali is practically completed and will be opened for traffic very shortly.

Electrical.—The fifth installation of the Cauvey Power Scheme was completed during the year and the capacity of the generating station increased to 22,650 H. P. The remodelling of the Kolar transmission line has improved the supply of power to the gold mines.

Railways.—Our railway activities are progressing satisfactorily. In fulfilment of the conditions of the Branch Lines Agreement, the

Government of India have been good enough to express their willingness to restore to the Mysore State the management of the Bangalore-Mysore, Mysore-Nanjangud and Birur-Shimoga sections. Steps have been taken to secure at an early date the transfer of these lines from the Madras and Southern Mahratta Railway Company. The Mysore-Arsikere Railway has added more than 100 miles to the open railways in the State. With the resumption of the lines referred to above, we shall have a total length of 372 miles of metre and narrow gauge lines under State management.

The approval of the Government of India has been received to the following projects and arrangements are being made to start construction :—

(*a*) Shimoga-Arasalu section of the Shimoga-Bhatkal railway;
(*b*) Kemmangundi-Benkipur Tramway;
(*c*) Agasanahadlu-Benkipur Tramway.

The Government of India have also intimated that they have no objection to the construction of a railway from Nanjangud southwards within our own territory. The District Board of Mysore has offered to raise a loan to finance the scheme and the question of starting construction is under consideration. Arrangements are in progress for transferring the Railway headquarter offices fromBangalore to Mysore City.

Geology and Mining.—Owing to the uncertainties of transport and the need for strict economy in the use of explosives, the mining companies on the Kolar Gold Field have found it necessary to slightly reduce the production of gold until the restoration of normal conditions. The output of bar gold during 1917-18 was 524,264 ounces, of an approximate value of Rs. 3,01,45,365, which shows a decrease of 25,552 ounces in output, and Rs. 14,76,270 in value, as compared with the figures of the previous year. The total royalty payable is approximately Rs. 17,24,000 against Rs. 18,10,913 in 1916-17.

Progress, Moral and Material.

The Mysore University.—A College of Engineering has been established in Bangalore and the first-year B. A. Class has been opened in the Maharani's College for women. Proposals for starting an Agricultural Faculty are under consideration. The Degree Examinations were held for the first time during this year and forty candidates have graduated. The first convocation for the conferring of degrees will be held on the 19th instant. Arrangements are being made to develop the extension and publication departments. The Oriental Manuscripts Library has been re-organised and improved. Five endowments of the value of Rs. 25,000 were received during the year and two endowments of Rs. 25,500 have since been secured. The endowments to the University, so far obtained or promised, aggregate Rs. 1,30,000, which, having regard to the short time the institution has been in existence, is a gratifying evidence of public appreciation.

Education.—The progress of education during the year 1917-18 was marked by an increase of 2,094 institutions and 41,138 scholars. On 30th June 1918, there were 11,294 public and private institutions in the State with 366,856 pupils. A new English High School has been opened at Davangere and the District Normal Schools at Bangalore, Tumkur and Shimoga have been raised to the status of Kannada High Schools. The scheme of compulsory primary education is in active operation in 68 centres and preliminaries have been completed in the 170 centres to which the extension of the scheme was sanctioned during 1917-18.

The education of the depressed classes continues to receive attention, an allotment of Rs. 50,000 having been specially earmarked for this purpose. A Panchama Boarding School for Tumkur and a smaller one for Chikmagalur have been sanctioned and measures are being taken to develop the Panchama Boarding School at Mysore into a Central Educational and Technological Institute for Panchamas and other depressed classes.

The statistics of female education show a small increase of 76 schools and 2,305 pupils during the year. Attempts are being made, as far as possible, to staff girls' schools with women teachers and an attractive scale of pay has been fixed in order to induce lady graduates to enter the teaching profession.

The number of practical instruction centres rose from 170 to 290. Commercial classes have been opened in the High Schools at Chikmagalur, Hassan and Channapatna. A Director of Boy Scouts has been appointed and Scout troops have been organised in Bangalore, Mysore, Shimoga and other centres.

Agriculture.—There was fair progress in the operations of the Agricultural Department during the year. The provisions of the Pest Act were for the first time applied in a few areas, generally with satisfactory results. Practical courses of instruction continued to be held at the Agricultural School, Hebbal, for the benefit of rural school masters and agriculturists.

Industries and Commerce.—The department is actively engaged in developing the weaving industry and a beginning has been made with metal works and soap manufacture. The Central Industrial Workshop has been developed. The starting of District Workshops at Shimoga and Chitaldrug has been sanctioned and the Chitaldrug District Board has offered to meet half the cost of the latter institution. Forty-six loan applications, involving a sum of Rs. 2,75,578, were sanctioned during the year and 40 installations of machinery and plant were undertaken, out of which 24 have been completed. The department was reorganised during the year and a separate commercial section constituted.

Co-operative Societies.—The Bill for the amendment of the Mysore Co-operative Societies Regulation has been passed into law. In order to ensure more efficient supervision over the work of the societies, the superior staff of the department has been strengthened. One thousand and ninety-seven societies were working at the end of the year with 82,000 members and a working capital of Rs. 66,00,000. There was increased co-operative activity in the malnad, where the number of societies has reached 173.

Economic Conference.—Nine meetings of the Standing and Central Committees of the Economic Conference were held during the year. The oustanding feature of the work of the Education Committee during the year was the development of popular libraries. Seventy-seven travelling libraries, 22 taluk libraries and 89 rural libraries have been organised. Improvement of live-stock and organization of co-operative societies for agricultural purposes were among the principal subjects which received the attention of the Agricultural Committee. The Industries and Commerce Committee has several useful and constructive schemes on its programme, but the difficulty of procuring requisite machinery made it necessary to restrict immediate attention to minor industries which require no elaborate equipment.

Special Schemes.

Village Improvement.—The progress under the Village improvement Scheme was fairly satisfactory. The number of committees rose from 8,661 to 8,820 which served a population of 47⅓ lakhs. Five thousand two hundred and thirty-nine committees attended to work of communal benefit and 4,958 subscribed for one or more newspapers. There was a slight decrease in the cost of work carried out with the aid of Government grants, the aggregate cost being Rs. 1,10,760. Two thousand three hundred and sixty-four miles of cart track were improved by the committees and a sum of Rs. 67,156 was collected for the village common fund against Rs. 31,923 in the previous year. Including the twelve courts newly established, 172 village courts were working at the end of the year. The total number of tank panchayets sanctioned up to the end of 1916-17 was 82 and the constitution of fifteen more was sanctioned during 1917-18. Forty-five blocks measuring 17,830 acres were notified as village forests. Seven new blocks were granted during the year under the Large Landed Estates Scheme. Out of 706 minor tanks that were under restoration during the year, 106 were completed. A sum of Rs. 1,35,722 was spent out of the sanctioned allotment of Rs. 2,44,000.

Progress in the construction of drinking water wells is still unsatisfactory. Only 239 works were completed and a sum of Rs. 69,217 spent during the year. Hand pumps are being installed, as far as possible, to protect wells from contamination.

Malnad Improvement.—The continuance of the Malnad Improvement Scheme for a further period of five years has been sanctioned and the annual grant raised from Rs. 1½ to 2 lakhs. Attention continued to be paid to the clearance of rank vegetation, provision of drinking water wells, construction of drains, shifting of insanitary village sites, provision of medical relief and distribution of quinine. Vaccination has been declared compulsory in the rural areas of the *malnad*. Arrangements are in progress to convert the female dispensaries at Shimoga and Chikmagalur into small maternities and to train local women in midwifery. The proposal to establish a land bank in the *malnad* and the question of labour supply are receiving attention.

FUTURE LINES OF WORK.

The new outlook.

The present war has altered the general outlook of progressive people all over the world. It has brought to light the value of unity, the beneficial effects of co-operation and combination, on a scale never witnessed before. It has revealed new and unsuspected values in organization, collective enterprise and Government control of concerns of national importance. It has led to the discovery of new powers and fresh methods of work which, if used for the arts of peace, are of rich promise for the welfare of mankind.

The years which follow the war will be a period of strenuous reconstruction. The aim of every after—war reform is the same, namely, to add to the comforts of the people by increasing production and wealth. England is preparing in every way to meet the new situation. A Ministry of Reconstruction has been created which is working hand in hand with other related Ministries. Notwithstanding the war's pre-occupations, the belligerent nations have been promoting education more diligently during the war than ever before. Every progressive nation, whether belligerent or neutral, is aiming to secure for itself better organization, greater co-operation from its people, improved methods of manufacture, cheap supply of raw materials and increased enterprise in trade.

The developments we have undertaken in Mysore are in consonance with the trend of this new thought. We have begun late and our efforts are yet feeble. But we have in a small way educated the people to the importance of economic development. Our duty now is to improve our organisation and methods of work and to keep touch with reconstruction problems in advanced countries. We have to go along the same road with them, though following at a great distance behind.

Administration.

Next to the ordinary work of administration and the efficient performance of routine duties, development work occupies an important share of our attention at the present time. We have to develop both the material resources of the country and the energy and capacity of the people. Of the two, the latter is the more important.

Development of material resources.—The work of developing the material resources is making good progress. We have in a small way, been building new railways, extending hydro-electric works, constructing irrigation works and restoring and repairing minor tanks. The forest and mineral wealth of the country is also being utilized. Various other schemes which can be undertaken by Government are under investigation. But the resources of the country cannot be effectively developed unless private enterprise steps in and the people themselves attempt large scale production and start industries and manufactures on a co-operative or joint-stock basis.

Training the people.—Opportunities of political and civic training have been afforded by His Highness the Maharaja, by the privileges conferred on the people in recent years in connection with the constitution and functions of the Representative Assembly, the Legislative Council and the Economic Conference. The District and Taluk Conferences are also materially helping in the education of the people in the duties of citizenship. The new Local Self-Government Scheme offers special opportunities of service to large classes of population. If the scheme is to realise its promise, however, our people should see to it that, as far as possible only men of constructive ability and executive capacity are singled out and returned as their representatives on the public bodies.

The amount now being spent on training the people and equipping them for the work of the country is very inadequate. The actual expenditure incurred at present for training people for economic work is perhaps a little less than Rs. 2 lakhs. This outlay might with great advantage be doubled and the money will come back to the country a hundredfold in due course. In this connection, perhaps, it may interest you to know that, in some of the more progressive countries, very large sums of money are spent both from State and Municipal Funds on measures connected with civic and educational publicity.

Finance.—Coming to finance, it is clear that no large increase of revenue can be expected from land tax and we have to look to other sources to meet the growing expenditure of the country. A beginning will be made with income-tax which will be levied at the rate of 3 to 6 pies in the rupee on non-agricultural incomes exceeding Rs. 1,200 per annum. One merit of this tax, if a tax can be said to have any merit, is that the poorer and the lower middle classes and the vast masses of the agricultural population will be excluded from its operation. The tax will bring to Government a progressive revenue with the development of industries and trade in the country.

We have constructed productive public works within the past few years at an outlay of about Rs. 3 crores and we propose to continue this policy in future by raising loans, if necessary. It is estimated that, in the next few years, the normal programme of public works for the State, including railways, irrigation works, electrical works and industrial undertakings, will require a provision of about Rs. 75 lakhs annually. The credit of Government may be utilized more largely than is being done at present for borrowing for its own purposes and also for enabling local bodies, private syndicates and corporations to obtain loans.

Public Service.—A continuous improvement in the character of the public service is being attempted. Picked young men are appointed as recruits for all the important departments, by means of examinations and by selection. Provision is made for training officers abroad and for the higher appointments, and special steps are taken to increase the representation of backward communities in the public service. The efficiency of officers and offices is receiving increasing attention. All the important departments of Government have been reorganised in recent years. Endeavours are being made, by closer scrutiny, to ensure that every department and office acts up, as far as possible, to the rules and standards laid down for its guidance.

Growth of work in the Administration.—Among the many traditional beliefs of the people is the idea that we can avoid growth of work and growth of activities; that, at best, such growth may be tolerated but is not a thing desirable in itself. With the growing economic and social awakening of the people, it is inevitable that the work of administration should grow and that the establishment should be increased to cope with it. If it is of the proper kind, growth of work means activity, means progress; and progress, if it is in the right direction, will bring increased wealth to the people and additional revenues to Government. This is the experience all over the world and it is on these ideals that our administration is also being built up.

Economic Progress.

The main objects of economic policy in every country are:—

Augmenting agricultural produce;

Increase of production in industries and manufactures;

Promotion of trade;

Extension of education and vocational training.

Recent measures.—We have made a substantial beginning to promote all these objects. Under education, the University is being developed and strengthened, and the total school-going population has increased from 1,38,153 in 1910-11 to 3,66,856 in 1917-18, showing an increase of 166 per cent. In respect of compulsory education, good progress is reported in the case of boys and a beginning has been made in the case of girls. The operations of the Agricultural Department have undergone considerable expansion. Sericulture is receiving marked attention and a commencement has been made to encourage horticulture. The new Industries and Commerce Department is playing an important part in the development activities of the country. The Sandal Oil Factories have been working satisfactorily and work on the Iron Scheme has been put in hand. During the last five years, there has been a notable expansion of the co-operative movement, the number of societies and their membership having increased three-fold and their working capital more than five times.

Standards.—A great deal more yet remains to be done. But no larger or rapid progress is possible without definite objectives, well defined methods of work and an adequate and efficient organization. It is necessary to place some definite standards before the public, some clearly defined aims for their guidance. As instances of what is meant by standards, I may mention three or four we have had in view, selected at random One of them is to double the agricultural produce of the country in ten years. Another is to induce every family in the village to lay by enough food grains or money for maintaining the family for a couple of years so that, in times of short rainfall, it may not run the risks of starvation. A third standard aims at doubling the present school-going population in five years. A fourth contemplates increasing the number of persons engaged in industries and trade eventually to 25 per cent of the total population.

Essential ideas.—We must shape our habits and methods according to the latest experiences of progressive countries, particularly in respect of corporate discipline and collective morality which are new to our people. The importance of working together in large numbers and pooling resources and capital should be brought home to all. Education should come to be regarded as an investment and accepted as a birthright of the meanest citizen in the land. Science and the use of machinery should be made subjects of popular knowledge. A persistent effort should be made for adequately training adult workers in their respective trades and callings. Standard business ideas and practices should be spread by lectures and leaflets among the entire population.

Organization.—Our central organization for economic work is fairly complete. The arrangements for associating the mofussil population with the central organization are being perfected. A scheme to enlist the services of a large number of workers in the activities connected with education, agriculture, industries and commerce, has been sanctioned and is making fair progress. Helpers and associates are classed into three grades according to the standard of work expected of them. It is hoped that the leading representatives present here will help to make further addition to our working force.

The organization for local work requires further development. The Progress Committees of the unit areas have now no specific executive agency to reach the cultivators. It is suggested that we must have one official in each *hobli*, or section of a taluk for propaganda work, to ascertain the wants of the rural population and furnish statistical and other information to the central agencies. If the official is chosen from within the *hobli* itself, we shall be creating an active agency of self-improvement in each local area.

Civic and Social Progress.

All the activities not deliberately classed as administrative or economic may be said to fall under "civic and social." Their object is, as the name implies, to train the people to become good citizens and good members of society. It is proposed, by means of a special organization, to spread among the people of the country a knowledge of literature, art, culture, manners and morals; to inculcate habits of discipline, orderlinesss, loyalty to the Sovereign, love of country and spirit of service; to reform social customs and practices by raising the status of women, improving marriage customs and elevating the backward and the depressed classes; to create opportunities to every one according to his station in life to bring up healthy families, to live in clean and sanitary dwellings and to help in building up well-planned and beautiful villages and towns; and generally to enable the non-official public to co-operate with Government and with one another in the general uplift of the masses of the population in all parts of the State. To this end, the public of Mysore have recently started an organization known as the Civic and Social Progress Association which has the support of the leading public men of the country.

The object of Government in intruding into this sphere of work is to stimulate effort, to induce the people to think out problems for themselves, initiate improvements and build up sound habits and practices and appropriate standards of conduct suited to the times. Government do not desire to lay down any fixed rules or standards. The responsible public leaders will do this. They will study the wants and defects of each community and each grade of the population and suggest the needed reforms. If the representative leaders investigate the weak points in the political and social life of the country in this way, the means of improvement will suggest themselves in the natural course; and by further discussion and familiarity, the investigators will become enthusiastic supporters and advocates of their own remedies. By constant preaching through the press, by book and platform, we may confidently hope that the average citizen will begin to imbibe the spirit of reform and attain to higher standards of industry, capacity and refinement.

Reconstruction.

The idea of reconstruction has a special meaning for us in Mysore Some three years before the war, we began to take stock of our economic position. We found by comparison with advanced countries, that the extent of education in Mysore was roughly about one-sixteenth of what it should be and, in regard to earning power, we stood in the same or worse relation. We now know that economic efficiency and education go hand in hand, and that, by neglecting education in the past, we have stood low in the scale of productivity and earning power. In economic matters, therefore, it is a case of construction for us, and not "reconstruction." It is a case of beginning at the very beginning, to build up a new structure altogether, on modern lines.

We have made a beginning in organization and inducing the people to work together. We have catalogued and placed before them problems of immediate further interest. We have got together conferences, associations, committees and honorary workers in various parts of the country. We are taking steps to make all grades of the population, particularly the vast masses of agriculturists, to participate in the new activities and work to a common end. If the inhabitants all over the country consent to put their backs into the task and make a united effort, it will not be difficult to double or even treble production within a decade and create the additional wealth which the country so sorely needs. From the many warning voices we have had in the course of this year, few will deny that the creation of a margin of safety in this way is essential for the very existence of our people.

PLACE OF INDIAN STATES IN THE REFORMS SCHEME.

In last year's address, I indicated what, in our view was the proper place of Indian States in any scheme of Constitutional Reforms and the present address would be incomplete if I omitted reference to that momentous question.

In the historic report issued as a result of their enquiry by the Right Hon'ble the Secretary of State and His Excellency the Viceroy, the claim of Indian States for a share in the deliberations of the Government of India is definitely conceded. The report contains specific recommendations designed firstly, to improve the relations of Indian States with the Government of India and secondly, to give the States a voice in the central government in regard to the administration of affairs of common interest to both British Provinces and Indian States.

I need make no reference to the proposals which come under the first head because, although valuable, they have no particular bearing on constitutional reforms which affect India as a whole. The recommendations under the second head comprise :—

(1) The creation of a Council of Princes as a permanent consultative body; and
(2) Provision for joint deliberation in matters of common interest between the Council of Princes and the Council of State.

Some of the Rulers of the States may not be prepared to join a Council of Princes. Some may be disinclined to take part in acute political controversies; and in any case, there is no guarantee that every State will receive adequate representation in proportion to its size and importance. The Council of Princes will be merely "a machinery for collective consultation" and, according to the proposals put forward, joint consultation with the Council of State will be only permissive. The Council will have no constitutional position, its functions will be purely advisory and its views are liable to be overshadowed by those of the Imperial Legislature.

When the Rulers of Indian States were consulted, one view urged was that the Indian States should have the privilege of sending representatives (not necessarily Princes) to a second chamber, where the representatives from British India as well as from the States might sit face to face and deliberate on matters of common interest. This view seems to be favoured also, in essential particulars, by the distinguished authors of the Report, although, on account of the unpreparedness of the States themselves, they express their inability to recommend its immediate adoption. The Right Hon'ble the Secretary of State observed more explicitly in the House of Commons on 6th August 1918 that "the proposed germ of a second chamber also indicated a way by which, in due course, the Princes, now rather isolated in constitution, might join for joint deliberation for common affairs and only for common affairs, with the Upper House."

The future prosperity of the States is closely bound up with the manner in which the common interests of the Empire are administered and it is of the highest importance to them to secure an adequate voice to safeguard their interests in the new constitution.

A solution on the following lines will perhaps meet the case as it fits in with the ideal of the progressive realization of responsible government in India:—

(1) The Indian States may, to begin with, be permitted to send their representatives to the proposed Council of State, the number of representatives being in proportion to their relative population, which is roughly 23 per cent of the whole.

(2) Eventually, when responsible government is fully established and both the assemblies of the Government of India come to be concerned principally with questions relating to the Indian Empire as a whole, the States may be allowed to send representatives to both the assemblies.

(3) As regards the subjects which come up before these assemblies, two separate schedules may be maintained according as they pertain to matters—
  (i) of common interest, or
  (ii) of interest to the British Provinces exclusively;
and the representatives of Indian States permitted to participate in the discussion of subjects of the former class only.

The difficulty in the way of giving practical effect to these proposals seems to be the fear, widely entertained, that participation in the manner stated would give the parties concerned, *i.e.*, the Indian States and the British Indian Provinces, the power of interfering in each other's affairs. There is no warrant for such an assumption because, in any common meeting of the two classes of representatives questions of sectional interest will be excluded as a matter of course and, as stated in the report, when the provinces ultimately become self-governing units, the central government will come to deal almost entirely with matters of common concern.

If the experience of the other parts of the British Empire, *i.e.* Canada, Australia and South Africa, is to be any guide, there can be no doubt that the representatives of the Indian States will also ultimately find a place in both the senatorial assemblies of the Government of India.

As I stated before, the central idea of after-war reforms in every country is economic and the most pressing need of this country also is economic development. If there is to be any reconstruction in India after the war, if we are to have opportunities of participating in the world's progress, we require all the help and encouragement which the resources of a united India can give to its constitutent parts. It is for this purpose that we ask for direct representation in the Councils of the Indian Government. The reformed Government of the future should be the prop and pillar of the individual States in this respect. Without the countenance and support which a powerful central government can give, the Indian States will find themselves helpless in the severe world competition which will confront them after the war.

YELANDUR JAHGIR.

Administration Report for the year 1916-17.

Introduction.—The taluk of Yelandur was granted as a Jahgir to the present Jahgirdar's (Mr. Narasinga Rao Purnaiya's) illustrious ancestor, Dewan Purnaiya by a sannad dated the 27th December 1807 of His Highness the late Maharaja, Mummadi Krishnaraja Wadiyar Bahadur, G.C.S.I., countersigned by Sir John Malcolm, British Resident in Mysore, who writes at the foot of the sannad as follows:—

"The Jahgir of Yelandur was given by the Raja of Mysore to Purnaiya, Dewan, at the recommendation of the English Government, and in record of the entire acquiesence and approbation of that state of the reward which has been granted for the faithful and great services of Purnaiya, I have (as British Resident at the Court of Mysore) affixed my name and seal to this deed."

The special character of the grant may be gathered from the following extract from the original sannad:—

"As it is our anxious desire that the remembrance of the good and meritorious services which have been performed by the said Purnaiya may never be effaced from the recollection of mankind, and also his descendants may long continue in ease and comfort to contemplate and enjoy the beneficial consequences of his great exertions and to participate in the honour and respectability due to his merits, we now, by the advice and with the concurrence of the British Government aforesaid, do, by these writings, grant to him as Inam the taluk of Yelandur appertaining to the territory of Mysore, which shall be held by his posterity from generation to generation as long as the sun and moon shall, in their course, continue to illuminate the world."

The revenues of the Jahgir, "the said Purnaiya high in dignity and his descendants from generation to generation, are hereby directed to appropriate to their own personal and proper use and to use every exertion in their power for the increase of the population and cultivation of the said taluk by repairing old tanks and digging new ones, etc., always retaining possession thereof and of all the advantages which may therefrom arise."

General description.—The Jahgir is situated at the South East corner of Mysore between 11°53′ and 12·°8′, 76·°59′ 77·°11′, and comprises an area of 102 square miles with a population of 34,065. More than half of this taluk in the eastern and southern part of the Jahgir is hilly, but the rest is plain country.

The chief source of irrigation is the Suvarnavati or Honhole which enters the Jahgir from the south, receives the whole drainage of the taluk, passes through the entire length of the Jahgir and finally empties itself into the Cauvery in the Kollegal taluk. Channels are drawn off from it at convenient points and feed the important tanks of the taluk.

Survey and Settlement.—Survey and Settlement was introduced into the taluk in 1896.

Personnel.—The Amildar (Mr. Burli Krishna Rao), the Assistant Engineer (Mr. N. V. Bapat, B.A., A.C.E.,) and the Police Inspector are all officers in the State service, whose services, His Highness' Government have been graciously pleased to place at the disposal of the Jahgirdar for employment in his Jahgir on the usual terms of meeting the whole pay plus the pensionary contribution.

Agricultural conditions.—The rainfall is ascertained to vary from 10 to 34 inches per annum. But the year under report was one of abnormal rainfall, the quantity gauged being about 48·69 inches in 1916. This, however, did more harm than good. On the 17th October 1916, there was an unprecedented rainfall of about 8 inches, which, coupled with the waters of the breached tanks in the Chamarajnagar taluk, was immediately responsible for the bursting of five Jahgir tanks which commanded an aggregate *atchkat* of 3,327 acres assessed at Rs 19,292. But steps were taken to repair the breaches with the least practicable delay.

In Yelandur, during a normal agricultural year, however, the earlier rains begin in April and in the course of July, the jola which forms the staple crop of the Jahgir is harvested. Gingelly is also sown early in the season. Togari, castor oil seeds, black green, Bengal and horse gram are also grown in large quantities. Ragi is grown but comparatively on a less scale than in any other taluks of the State. The Jahgir raiyats seem to be greatly enamoured with Mulberry as its cultivation is steadily on the increase in dry crop fields as well as in some paddy lands. This is probably due to mulberry yielding better return with less trouble. Cotton finds no favour with the raiyat though the soil is suited for it. There are good cocoanut and areca nut gardens all about the left bank of the river except for 3 miles between Yeriyur and Agara. While sugar-cane is grown under the bigger tanks, rice and to a slight extent mulberry are found under all tanks.

The Jahgir depends upon two markets for the disposal of its surplus produce. The more important of the two, Santhemarhalli is situated about three miles from Yelandur, while Kollegal affords the weekly market for the garden produce, both markets being connected by a road that runs for about 13 miles in the Jahgir.

Area under select crops.

Crop	Area cultivated in 1916-17	Difference as compared with the previous year
Paddy	3,865	—218
Ragi	5,993	85
Horse gram	1,049	—516
Cholam	3,203	—325
Sugar-cane	223	—73

The above statement discloses that except for a slight rise under ragi there was a fall all along the line under other heads due to too much or too little of rain during the seasonal periods of cultivation.

Emigration and immigration.—There is nothing on record to show that Jahgir people moved out in numbers in quest of labour except a few that temporarily resorted to the coffee estates in the Niligiris and to Krishnarajasagara works.

Manufactures and Industries.—Love of ease and want of enterprise on the part of the people are mainly responsible for the decline nay, the decay of some arts and industries for which Yelandur once upon a time enjoyed some reputation. The bangle industry in Yelandur town is fast dying out on account of foreign competition. Of the three artisans that were working in brass at Yeraganbhalli, there was only one during the year under report. As for the weaving industry there are as many as 160 looms in the taluk, most of them being centred in Momballi where 362 weavers (men, women and children) are plying their trade. Of skilled or independent labour, there is not much, there being only 7 or 8 weavers who have made some mark in the profession, about 50 weavers working on their own account and the rest being all employed for wages by their more lucky brethren. Silk is no doubt produced in large quantities in the taluk; but the silk goods are not manufactured in equal abundance as almost the entire quantity is exported to Kollegal and other places. Some piece goods are made and sold in the local markets.

Material prosperity of the people.—The condition of the people was on the whole satisfactory except for the prevalence of plague in 11 villages of the taluk. The excessive rains and floods during the year 1916-17 caused some damage to the tanks, but the loss was greatly mitigated by the prompt action taken to fill up the breaches.

Vital statistics for the year are contained in the subjoined statement:—

Year	Births	Total Deaths	Plague Deaths	Cholera Deaths
1915-16 ...	548	740	207	...
1916-17 ...	537	906	367	...

Jamabandi.—The taluk Jamabandi was commenced on the 18th October 1916 and concluded on the 1st December while the Huzur Jamabandi was taken up and concluded in January 1917.

Tanks.—There are 14 major and 5 minor tanks in the taluk. No irrigation cess is levied separately, but $\frac{1}{17}$th of the wet assessment fixed at Rs. 1804 per annum has been set apart at the Settlement as the Irrigation Cess Fund. The wet assessment itself is pitched lower than in the Chamrajnagar taluk, and one ground for this was that raiyats should do the customary maintenance work to the tanks. But this duty is honoured more in the breach than in the observance. The Jahgirdar, for his part, however, has not stinted expenditure on tanks. He has been spending on the tanks on an average in normal years Rs. 2,682 or nearly 1½ times the receipts from the irrigation cess. If, however, the average is calculated on the figures of the last 21 years, *i.e.*, inclusive of the last year which was an abnormal one, the average expenditure rises to more than twice the income. The expenditure during the year under report alone comes to nearly 14 years' revenue. Nevertheless, as the raiyats have not been doing the customary maintenance work regularly, the tanks fell an easy prey to the abnormal floods last year. However, no time was lost in setting about the repairs of the tanks. In November, the loan of the services of a duly qualified Engineer was applied for and Government were pleased to depute Mr. Bapat, Sub-Assistant Engineer, who entered on his duties in January 1917. In addition to Mr. Bapat there are 3 Sub-Overseers working under him. The total expenditure incurred under all heads, *viz.*, tanks, channels, roads and marahmat works, etc., amounted to so much as Rs. 31,696. The prospective outlay on works of irrigation for the year 1917-18, as judged by estimates already sanctioned, as also those pending sanction, bids fair to considerably exceed the charges incurred during the previous year.

Co-operative Society.—There is at present one Co-operative Society in Yelandur and people arebeginning to evince interest in the movement.

Cattle mortality.—The following statement shows the extent of cattle mortality during the year under report as compared with the previous year :—

Causes	1915-16	1916-17
Died of sickness	246	288
Killed by wild beasts	136	153
Died of accidents and other causes ...	287	258
Total ...	669	698

The mortality was heavy as foot and mouth disease is reported to have largely been prevalent in the taluk.

Boundary marks.—Three cases of encroachment upon the Jahgir area have come to light and steps have already been taken to institute the necessary inquiries.

Avenue trees.—There are roadside trees all along the two main roads in the Jahgir and call for no remarks.

Vaccination.—The following statement shows the number of persons vaccinated by the Jahgir vaccinator during the year as compared with the previous year.

1915-16	486
1916-17	562

Education.—There is an up-to-date A.-V. School in Kasaba Yelandur which is well staffed with duly qualified and trained men, the Head Master being one who won the highest distinction in this year both in the theoretical and practical portions of the Government Teachers' Certificate Examination of the Upper Secondary grade. There are also three adult night schools which are reported to be doing good work. The number of schools in the interior was 8, including one for Panchamas besides 10 pial schools maintained by private men. It is under contemplation to add more schools wherever people evince a genuine desire to profit by education. The expenditure from Jahgir funds on education during the year was Rs. 2,640.

Medical relief.—The Jahgirdar's dispensary is located in a well built two-storeyed building. An experienced first-grade Sub-Assistant Surgeon (retd.) was in charge of it, with the full complement of subordinates as in any other Government taluk dispensary. A fresh stock of European drugs and surgical instruments was received from Messrs. Burgoyne Burbridges & Co., of London, in addition to a supply purchased from the Mysore Pharmaceuticals. The total cost of medicines purchased amounted to about Rs. 700 while the cost of establishment amounts to Rs. 1,124.

Muzrai institutions.—There are ten Muzrai institutions in all of which Sri Biligiriranga Swami's temple is designated as Bettada Muzrai, and others found elsewhere in the Jahgir are known as Stala Muzrai. Of the latter, there is the chattram located on the Hills in a big substantial structure for the benefit of devotees and temple servants that go to the Hills on every Saturday and other special occasions.

Rain-gauge stations.—Kasaba-Yelandur, Agara and Biligirirangan Hills are the three rain-gauge stations where rainfall is regularly registered as per departmental instructions.

Other departments.—Periodical returns relating to Police, Judicial, Lock-up, Registration, Education and Medical and Sanitary matters were sent to the departments concerned. As regards Police, the Jahgirdar maintains a Police force consisting of a Sub-Inspector, one Jamadar, two Dafadars and eighteen Constables at an annual cost of about Rs. 3,000.

The Amildar of Yelandur is the Taluk Magistrate. All the first class cases of the taluk are tried by the City Magistrate, Mysore, who is also the first Class Magistrate of Yelandur and who has been given an establishment consisting of a clerk, and a police orderly maintained from the Jahgir funds.

Visits of the Jahgirdar.—The Jahgirdar visited the Jahgir thrice during the course of the year for purposes of inspection, the Huzur Jamabandi and the repairs of tanks.

The report concludes by conveying the Jahgirdar's grateful ackowledgments to the Government of H. H. the Maharaja of Mysore for all the help they have been pleased to grant him from time to time for the efficient administration of the Jahgir.

CO-OPERATIVE SOCIETIES.

General progress of the Co-operative movement in Mysore in 1917-18.

A NOTE BY MR. R. RANGA RAO FURNISHED TO THE CONFERENCE OF REGISTRARS WHICH MET AT SIMLA IN AUGUST LAST.

The following statement compares the progress of the Co-operative movement in Mysore during 1917-18 with that during 1916-17.

Year	Number of societies	Members	Share capital	Deposits	Loans	Working capital	Total transactions	Net profits	Reserve fund
1916-17	974	75,000	25,00,000	17,50,000	12,00,000	57,64.000	2,15,20.000	2,63,000	2,35'000
1917-18	1,100	82,000	30,00,000	20,00,000	15,00,000	66,00,000	2,60,00,000	3,05,000	3,20,000

The rate of progress was below that of previous years. This was not due to the war which had scarcely any effect on the movement as a whole except to a slight extent with regard to the weavers' societies. The diminished rate of progress was due to greater attention being paid to consolidation of existing societies than to their expansion. Special measures were adopted for the recovery of loans. An examination was made of the principles on which loans were granted and recovered. As a tendency was noticed on the part of the committee members of some of the societies to monopolise loans, a rule was passed by the Government limiting the loans admissible to the committee members of a society to 25 per cent of the total loans granted by the society. An investigation was instituted into the condition of the members of co-operative societies with a view to find out how far they had been benefited by their membership. The investigation has been completed in only 40 societies and the results, on the economic side, show that, while the total indebtedness of the members has not materially decreased, their total assets have substantially increased.

The following statement shows the varieties of societies in Mysore :—

Primary non-agricultural credit societies.	70
Primary agricultural credit societies.	900
Central Banks, Unions, etc.	20
Societies for manure supply.	3
Societies for the supply of agricultural implements.	3
Societies for lift-irrigation.	2
Societies for sandalwood carvers.	2

Societies for ivory inlayers.	2
Societies for toy-makers.	2
Societies for weavers.	22
Societies for rice-hulling and jaggory-making.	10
Stores.	20
Grain Banks.	25
House-building societies.	4
Societies for backward classes.	15

It will be noticed from the statement that the bulk of the societies in Mysore are credit institutions. But there is a general desire on the part of the people to apply co-operative principles to several agricultural and industrial purposes. Apart from the special societies mentioned in the statement above, many of the credit societies undertake the supply of manure, seed and agricultural implements to their members. So far, however, their efforts in these directions have not been specially successful nor fully organised. But the work has now been taken up, and a considerable expansion of agricultural and industrial co-operation side by side with the development of the credit movement may be soon expected.

The question of forming an Apex Provincial Co-operative Bank which has been and is being discussed among co-operators all over India was taken up in Mysore a little over two years ago. A Central Bank which started in 1908 was serving some of the purposes of an Apex Bank, but as it was considered to fall short in some respects of the ideals of a Provincial Bank, a new Apex Bank was started some time ago. It received considerable encouragement on all sides and developed rapidly. As however it is distinctly inconvenient to have two Provincial Banks serving the same area and leads to a waste of effort, efforts are now being made to amalgamate the two, under a suitable constitution.

The prominence given to the redemption of prior indebtedness forms a principal feature of the working of the agricultural credit societies in Mysore. Accurate figures are unfortunately not available, but out of a total credit of about 120 to 150 lacs granted by these societies, about 50 lacs have been utilised for the repayment of prior debts. With a view to still further increase this branch of their work the societies are, as already stated, conducting a survey into the economic condition of their members. But the large amount of money required and the long period for which it will be required are likely to offer serious difficulties.

The Mysore Co-operative Societies Regulation which was passed in 1905 was amended this year. The old Regulation contained several provisions which were introduced into British India in 1912 and it has now been remodelled entirely on the lines of the British Indian Act of 1912.

The staff of the Co-operative Department was recently revised and consists now of a Registrar, two Assistant Registrars, a Personal Assistant to the Registrar and an adequate number of Clerks and Inspectors. A third Assistant Registrar will soon be added.

The Seventh Mysore Provincial Co-operative Conference was held at Mysore in October 1917. Also eight District and 50 Taluk Conferences were held during the year.

Among the improvements which it is proposed to introduce in the near future may be mentioned the formation of a non-official agency to take up the work of co-operative education and propaganda, the training of men employed on co-operative work, the creation of an audit and supervising staff paid for by the societies themselves and the entrusting of village sanitation, village education and village improvement to co-operative societies. These subjects are under active consideration and early measures are likely to be adopted.

Agricultural and Industrial Co-operation in Mysore.

A NOTE BY MR. R. RANGA RAO, OFFICIATING REGISTRAR OF CO-OPERATIVE SOCIETIES.

From the statement given in Appendinx A, it will be noticed that Co-operation has had a one-sided development in Mysore. But this is true not only of Mysore but of India as a whole. Agriculture is the most important industry in India and it lends itself admirably to Co-operative handling. But yet, except on the credit side, agricultural Co-operation has made no progress. The latest figures for the whole of India are not yet available , but taking the figures for the year 1915-16, we find that out of a total of 19,500 societies, over 18,500 were credit institutions. The rest were made up of societies for purchase, purchase and sale, production, production and sale, and for other miscellaneous purposes.

This unsatisfactory feature in the development of Co-operation in India was noticed over seven years ago and the charge was laid against those responsible for the development of Co-operation in India that efforts were concentrated on credit co-operation and that other promising fields of co-operative activities were either neglected or altogether ignored. This led to no immediate results but during the past two or three years the subject has been receiving the attention it deserves and earnest efforts are being made to apply co-operative principles to agriculture. The recent reports of the Registrars of Co-operative Societies in the several Provinces of India bear abundant evidence that Agricultural and Industrial Co-operation is coming now to be recognized as a regular part of the routine of departmental programme and administration.

This tendency is reflected in the work of the Co-operative Department in Mysore also. Appendix A shows the progress of Agricultural and Industrial Co-operation in Mysore during the past 12 years and Appendix B shows its present position.

This is all that there is to show as the result of twelve years' work. It is unnecessary to give a detailed account of the working of the societies referred to in Appendix B. It may be stated generally of them that except where they are doing the work of credit institutions as in the case of weavers' societies, they are either doing no work at all or the work they are doing is of an unsatisfactory character.

Agricultural Co-operation helps the agriculturist in three distinct ways:—

i. It provides him with the capital he needs to carry on his occupation;
ii. It puts him in the way of utilizing his capital most economically, and
iii. It enables him to sell his produce to the best advantage.

Co-operative Credit Societies obviously perform the first of these functions. The second is performed by societies of various types, such as societies for the supply of seed, of implements, of household goods, of machinery, and the like. And the last function is performed by several kinds of productive and sale societies. The bulk of the work that we here in Mysore have done is with respect to the supply of capital. And even there our work is far from complete. Out of a total of 16,000 villages in this State about 4,000 are served by Co-operative Credit Societies, and they are but inadequately served. The first step therefore in our scheme of Agricultural Co-operation is to multiply credit societies and increase their membership and working capital.

Simultaneously with the increase of credit societies, we should produce with the formation of the supply, productive and sale societies referred to in the previous paragraph. It is difficult to suggest the exact types of societies which are likely to succeed in Mysore. But I have had the benefit of Dr. Coleman's advice and he is of opinion that steps may be taken immediately for the formation of societies, for the supply of manure, and a little later of seed. It may also be possible to start societies for the supply of ploughs, threshing machines and some of the other implements recommended by the Agricultural Department. The less costly implements may be sold outright to the members and the more costly ones may remain the property of the society and hired out to the members. Societies for lift-irrigation have a great feature in Mysore especially in the dry districts of Tumkur, Kolar and Chitaldrug and along some of our river valleys. Societies for the sale of copra, of areca-nut, of cotton and other commercial crops and of betel leaves, vegetables, eggs and the like may also be tried. Societies for the sale of milk, butter and ghee have often been thought of and two or three have been registered, but the difficulties connnected with their management render them impracticable for the present.

Coming to agricultural productive societies, we have only two kinds of them, *viz.*, jaggery making and rice-hulling societies. The jaggery-making societies have so far proved a failure and the rice-hulling societies have not yet proved a success. The Director of Industries whom I consulted in this matter has told me that in the absence of certain facts and figures which he hopes to collect soon, he cannot definitely say how far the jaggery societies are profitable institutions. And as regards rice-hulling societies, he assures me that if only the societies are able to get a sufficient supply of paddy they cannot fail to prove successful. For the present therefore it appears as if there is good scope for rice-hulling societies. Attempts will be made to start about six of them in the paddy areas of the State during the present official year. Pending the opinion of the Director of Industries, no attempts will be made to start any more jaggery-making societies.

As regards other forms of agricultural productive societies, I think there is scope for starting societies to convert areca into nut, cocoanut, ground-nut and oil seeds into oil and cake. But anything done in this line must be preceded by a very careful examination of local conditions and circumstances.

In addition to the items of work enumerated in this note, there are certain special schemes which probably could be usefully undertaken on co-operative lines, *e.g.*, the development of the area irrigated by the Thungabhadra, the extension of sugar-cane cultivation in the area irrigated by the Krishnaraj Sagara Reservoir.

As regards industrial co-operation a distinction has to be pointed out. It may be looked at from the point of view of the consumer or from that of the producer. If for instance a number of people wanting blankets formed a society for their manufacture, the society would be classed as a consumers' society. If, on the other hand, a number of people engaged in the manufacture of blankets carried on their occupation on co-operative lines, the society would be a producers' society. Until our store movement develops much more than at present there is little scope in Mysore for the first kind of Industrial Co-operation. But there is ample scope for the second variety. But even here there are certain limitations to which co-operative societies of this kind are always subject. Firstly, the undertaking selected for co-operative handling must not involve labour of a too highly specialised or skilful kind. Secondly the capital required should be small. Thirdly there should be nothing in the nature of a speculation in the business and lastly the demand for the articles made by the societies should be large and certain. In Mysore there are several industries which satisfy these conditions. The occupations carried on by weavers, sericulturists, brass and other metal workers, sandalwood carvers, ivory inlayers, shoe-makers, basket makers, furniture makers, all these admit of being carried on under co-operative principles. All that is required is to organize the men, provide them with funds and raw materials, get them to work regularly and on business terms, and find a sale for their articles.

With so many possibilities, it might at first sight appear strange that so little has actually been accomplished in the line of agricultural and industrial co-operation. But there are several difficulties and some of them practically are insurmountable. I will mention only three. The first is that those who are responsible for the development of co-operation are naturally averse to anything in the nature of an experiment which might or might not turn out a success. But the possibility of failure has to be faced and every precaution which common sense or experience suggests should be taken against such failure. Secondly un-official leaders are few in Mysore. Everything has practically got to be done by an official agency. An improvement in this respect can come only in course of time and in the meanwhile one can but try as best as one can to interest the people in one's schemes. Lastly the ignorance of the people offers a difficulty which is practically insurmountable. Arguments, evidence of facts and figures, instances of successes elsewhere—these are absolutely unheeded. But there is a perceptible change for the better in this direction and with the spread of education there is no doubt it will rapidly disappear.

The programme outlined above is large and before the items of work enumerated in the note are all taken up, the following measures appear to me to be desirable:—

The first I would suggest is to have a preliminary survey of agriculture and industries in the State. The survey should include the principal crops and products, the methods of cultivation, production and distribution, the condition of the market, the economic condition of the raiyats, the principal industries in the State, their condition, and the condition of those engaged in it. It is not necessary that we should wait for the completion of this survey before we begin our organization and development work. The two can proceed simultaneously.

The next step is that two or three officers should be specially deputed to work in connection with Agricultural and Industrial Co-operation. I would personally suggest their forming a part of the regular staff of the Co-operative Department and working directly under the orders of the Registrar.

Lastly the working of the whole scheme and of the co-operative societies started in accordance with it should be left exclusively to the Registrar. If there is one cause more than another which has led to the failure of the existing agricultural and industrial societies, it is that the responsibility with respect to their working is divided. This leads to confusion and should be stopped and the societies should be guided entirely by the Registrar of Co-operative Societies. If technical assistance is required, the officials who are sent out to give it should be placed under the administrative control of the Registrar during the time that they are engaged in rendering such assistance.

Before concluding this note I have to express my thanks to the Director of Agriculture and the Director of Industries and Commerce for several valuable suggestions which have been embodied in the note. They were also good enough to go through this note and express their general approval to the suggestions made therein.

APPENDIX A.

	1905-06	1906-07	1907-08	1908-09	1909-10	1910-11	1911-12	1912-13	1913-14	1914-15	1915-16	1916-17
Credit ...	2	7	17	32	56	85	179	301	472	655	715	871
Stores ...	1	3	3	5	5	13	20	20	20	20	21	22
Weavers ...	1	2	2	2	2	4	7	10	16	19	21	23
Gudigars ...	...	...	...	...	..	...	...	...	...	...	2	2
Ivory inlayers	...	...	...	...	...	...	...	...	...	...	....	1
Toy-makers'...	...	...	...	...	...	1	1	1	1	1	1	1
Sericulturists	...	...	...	...	...	...	1	1	4	4	4	4
Jaggery and Rice.	...	...	...	...	...	...	...	...	...	1	7	10
Diary-farming	...	...	...	...	...	...	...	...	...	...	1	1
Lift-irrigation	...	...	...	...	..	...	...	...	1	1	2	2
Grain-Banks	...	2	4	4	4	3	3	2	2	2	2	13
House-building	...	...	...	...	1	1	1	1	1	1	2	3
Central Credit	...	...	...	1	1	1	2	4	11	17	18	18
Miscellaneous	1	1	1	1	1	2	2	3	5	4	4	4

APPENDIX B.

Types of Societies	Number	Membership	Share capital	Loans and Deposits.	Reserve Fund	Working capital	Remarks
Lift Irrigation ...	2	52	3,006	...	...	...	Work not begun in one.
Rice hulling and jaggery making.	10	215	7,334	..	...	38,737	Seven not working.
Diary Farming ...	1	16	41	...	...	...	Not working.
Grain Banks ...	20	1,020	18,764	36,856	...	55,924	
Weaving	23	1,302	52.159	5,178	9,312	67,833	Four not working.
Sericulture ...	4	264	12,869	...	...	14,941	
Sandalwood and ivory carving.	3	17	70	...	...	...	Two not working.
Lacquerware ...	1	18	888	...	580	...	
House-building ...	3	365	3,732	29,805	2,345	35,882	One not working.

DEVELOPMENT OF TOWNS AND VILLAGES.

A Circular issued by the Secretary to the Economic Conference.

The accompanying leaflet dealing with the essential activities, agencies and institutions connected with the development of towns and villages in the State is forwarded to the Deputy Commissioners of Districts who are requested to have the leaflet widely circulated in towns and in villages. Copies should be furnished to Municipal Councils, Progress Committees, Village Committees and other similar bodies as well as to citizens and associations interested in public work.

The Municipal Council of each town may be requested to hold itself responsible for the development of all the activities within its jurisdiction and for taking steps to bring into existence the agencies and institutions required for the purpose. The Taluk Boards may likewise be requested to be responsible for the development of the activities and the creation of the agencies required in the villages within their jurisdiction. The local officers of Government in all departments, such as the Amildar, Educational Officers, Agricultural Inspectors, Inspectors of Co-operative Societies, Sanitary Officers are requested to co-operate with the Municipal Councils and Taluk Boards in this matter and render all necessary help and advice.

The standards to be aimed at by each town or village are laid down in the accompanying statement. It should be the aim of all towns and villages to fully work up to Standard I before the end of the current official year. Some of the more progressive towns and villages will, it is hoped, reach Standard II during the current year.

In order to gauge progress Deputy Commissioners are requested to collect information from each town and village in July 1919, regarding the agencies and institutions existing in each, and forward to the Secretary, Economic Conference, the information relating to the towns, in original, and as regards villages a consolidated statement for each taluk showing against each item (that is, agency or institution on the list), the number of villages in which it exists.

ANNEXURE.

STANDARDS.

Towns.

	Standard I	Standard II	Standard III
Administrative.		*All those in Standard I and the following:—*	*All those in Standards I and II and the following:—*
	Municipal Council ...	Town Improvement Sub-Committee or Committee.	Bench of Honorary Magistrates.
	Public Offices ...	Town Hall ...	Veterinary Dispensary.
	Dispensary ...	Public Park	

	Standard I	Standard II	Standard III
Economic.	Town Progress Committee.	Sub-Committees of Town Progress Committee.	Branch Chamber of Commerce.
	School Committee ...	Taluk Agricultural Association.	
	Middle School ...	A Local Bank ...	Continuation School.
	Primary School ...	Trade Associations ...	Branch Bank of Mysore.
	A Library and Reading Room.	A Telegraph Office ... A Printing Press	Museum and Enquiry Office.
	A Co-operative Society and Stores.	......	Employment Bureau.
	A Post Office ...	Hotels ...	Industrial Work-shop. Boarding houses for students. A Newspaper.
Civic and Social.	Local Civic and Social Association or Committee.	......	Ratepayer's Association, Clubs.
		Caste Leagues for promotion of caste reforms.	Ladies' Association.
		A Workmen's Association...	Students' Marriage League.
		Villages.	
Administrative.		*All those in Standard I and the following :—*	*All those in Standards I and II and the following :—*
	Village Panchayat or Improvement Committee.	Sub-Committees of Village Panchayat or Improvement Committee.	Village Court.
	Tank Panchayat (if any) ...	Village Forest Panchayat.	
	Village Chavadi ...		
Economic.		School Committee ...	Society to promote ordered industry, thrift and forethought.
	Weekly meeting for dissemination of knowledge.	Primary School ...	Village Library and Reading Room.
		Night School for adults ...	School garden.
	Carpenter's shop ...	Co-operative Society ...	Classes for training in agriculture and subsidiary industries.
	Smithy ...	Farmers' Guild ...	Village Savings Bank.
	Village Inn		
Civic and Social.			Caste Leagues for promoting marriage and temperance reforms.
	Village Recreation Room. (*Bhajane Mane.*)		
	Village Tope and Temple.		

Essential activities, institutions, etc.

5. The usual development work in towns and villages falls under three main heads :—

(1) Administrative,
(2) Economic, and
(3) Civic and Social.

6. The agencies, institutions, etc., connected with each of these three classes of activities are enumerated here to serve as a reminder to the Government officers and non-official public engaged in promoting them.

7. Every committee, agency or officer, connected with the work should draw up a programme of the year's work before the

commencement of the year. A report should be published after the close of the year showing the actual work done as compared with the programme. The names of the more prominent persons who helped in the year's work should find a place in the report which should be printed and eventually form part of the permanent annals of the town or village.

The work of the year should be distributed among members of the committees and their associates and helpers. The promises of persons who undertake to accomplish any specific work, during the year or part of the year, should be serially numbered and registered by the committee or officer concerned.

A sub-committee or a member should be appointed to perform the duties of a Vigilance Officer.

A system of census, with the aid of honorary enumerators, at the rate of one enumerator for every 200 families, should be perfected during the coming year. Correct statistics under all the important divisions of work should be collected and published quarterly, where possible, and yearly without fail.

The standards which the towns and villages should attain, during the successive stages of their progress, will be prepared and circulated separately.

Improvement of Towns.

	Work to be done	Agencies	Institutions	Remarks
I. Administration ...	1. Improving public health and sanitation. 2. Providing extensions and attracting settlers. 3. Raising funds for town and community betterment. 4. Reducing crime.	1. Municipal Council. 2. Town Improvement Committee or Sub-Committee. 3. Bench of Honorary Magistrates.	1. Public Offices. 2. Town Hall. 3. Hospital or Dispensaries. 4. Public Parks and Recreation Grounds. 5. Veterinary Dispensary.	
II. Economic development.	1. Spreading Education and providing suitable vocational training. 2. Increasing the proportion of boys and girls maintained in educational institutions in and outside the town. 3. Arranging for the delivery of lectures on science, business training, business morals and selected industries. 4. Increasing agricultural production and industrial output. 5. Increasing joint stock and co-operative enterprise. 6. Developing trade and commerce. 7. Increasing business and industrial efficiency.	1. Town Progress Committee (with Sub-Committees for Industries and Commerce, Agriculture and Education). 2. Schools Committee. 3. Taluk Agricultural Association. 4. Branch Chamber of Commerce.	1. High or Middle schools. 2. Primary schools. 3. Continuation school with a good organiser as Superintendent and with classes for business training also. 4. Libraries and Reading Rooms. 5. Branch Bank of Mysore and Local Banks. 6. Trade Guilds and Associations. 7. Co-operative Societies and Stores. 8. Museum and Enquiry Office. 9. Industrial Workshop. 10. Employment Bureau. 11. Post and Telegraph Offices. 12. Hotels for travellers and boarding houses for students. 13. Printing Press or Presses. 14. A Newspaper.	
III. Civic and Social Progress.	1. Promoting civic spirit. 2. Removing social evils. 3. Providing means for healthy recreation. 4. Encouraging fine arts. 5. Popular lectures on duties of citizens.	1. Local Civic and Social Association or Committee. 2. Rate payers' Association.	1. Caste Leagues for promotion of social reform. 2. Students' Marriage League. 3. Club. 4. Ladies' Association. 5. Workman's Association.	

IMPROVEMENT OF VILLAGES.

	Work to be done	Agencies	Institutions	Remarks
I. Administration ...	1. Keeping the village clean and healthy. 2. Improving village roads. 3. Developing fuel and fodder reserves. 4. Reducing crime and eliminating factious spirit.	1. Village Panchayet or Improvement Committee with Sub-Committees or individual members responsible for— (a) Administration work. (b) Economic work. (c) Civic and Social work. 2. Tank Panchayet. 3. Village Forest Panchayet. 4. Village Court.	1. Village Chavadi.	
II. Economic development.	1. Increasing literacy (to keep 5 to 10 per cent of the population under education) and increasing knowledge. 2. Increasing agricultural production and industrial output. 3. Developing capacity for team-work or combined effort. 4. Creating agencies for increase of business. 5. Popularising the use of improved ploughs. 6. Maintaining a good breeding bull.	1. School Committee. 2. Sub-Committee or individual member responsible for economic work.	1. Primary School. 2. Night School for adults. 3, Village Library and Reading Room. 4. Weekly meeting for dissemination of knowledge. 5. School garden. 6. Classes for training in agriculture and subsidiary industries. 7. Co-operative Society. 8. Village Savings Bank. 9. Carpenter's Shop. 10. Smithy. 11. Farmers' Guild. 12. Village Inn or Rest House.	
III. Civic and Social Progress.	1. Removing social evils. 2. Developing communal spirit. 3. Providing means for healthy recreation.	1. A Sub-Committee or individual member responsible for this work. 2. Caste League for promoting marriage and temperance reforms.	1. Village Tope and Temple. 2. Village Recreation Room (Bhajane mane).	

O. M. No. 968-78, dated 16-8-18, issued by the Secretary, Mysore Economic Conference.

THE MYSORE CIVIL SERVICES ASSOCIATION.

Prospectus.

With the increasing complexity of modern administrative activities, Administration has come to be recognised as a distinct science. Further, as special steps are being taken to train the people more and more largely in the art of Government and important measures are in progress for the material and moral development of the country, the responsibilities of the members of the General Administrative Service are becoming increasingly onerous. It is necessary, therefore that they should have enlarged opportunities for acquiring an up-to-date knowledge of efficient methods in organization and administration and for mutual exchange of personal experiences. It is also necessary that individual members of the service should specialise in particular branches of the science and that their special knowledge should be readily available to the other members of the organization.

It is time, therefore, that the administrative officers of Government, as distinct from the technical officers, formed themselves into an association for studying the sciences of administration, organization and efficiency. In Mysore, the officers of the Engineering, Forest and Medical Departments have already formed associations for their respective services. Effective organizations of this kind ensure a higher standard of achievement, increased efficiency, opportunities for specialisation and a systematic means of disseminating improvements in professional technique. They have also a great social value as tending to promote *esprit de corps* among the members.

It is accordingly proposed to organise a Civil Services Association in Mysore. A copy of the proposed rules of the Association is appended hereto.

The chief activities of the Association will be :—

(1) Discussion of administrative questions at periodical meetings.

(2) Maintenance of an up-to-date library.

(3) Publication of a Journal.

(4) Promotion of social intercourse among the members by means of annual gatherings.

Draft Rules.

I. OBJECT.

1. The Mysore Civil Services Association has been constituted with the object of encouraging the study of the science of administra-

tion by its members, and of improving the organisation and efficiency of the services and promoting *esprit de corps.*

II. CONSTITUTION.

2. The Association shall consist of regular and honorary members.

3. Regular membership shall be open to Gazetted Officers in the service of His Highness the Maharaja who are employed in the Land Revenue, Survey, Judicial, Excise, Police and Financial Departments and the Secretariats or who, being members of the Mysore Civil Service, are temporarily employed in other capacities, and also to administrative heads of other departments.

4. Honorary membership will be conferred on distinguished officers (including retired officers), who are recommended by the Committee by reason of their eminent services to the State and approved by the general body at an annual meeting.

5. Each regular member shall pay a subscription of Rs. 5 half-yearly.

6. Every member shall, on admission to the Association, pay an entrance fee of Rs. 5.

7. All subscriptions are due on the 1st January and 1st July for the half-year then commencing. Any member whose subscription is in arrear for more than one half-year shall not be entitled to attend any meeting or to receive the publications of the Association.

8. Every member shall be liable for the payment of his half-yearly subscription, unless he signifies before the 1st February or the 1st August of such half-year his intention of resigning his membership.

9. Any person whose subscription for two half-years is in arrear shall be reported to the Committee, who may, in the event of his continuing in arrear one month after notice, remove his name from the Register of the Association.

III. APPOINTMENT OF THE COMMITTEE.

10. The affairs of the Association shall be managed by a Committee consisting of a President, one or more Vice-Presidents, a Secretary and Treasurer, and not less than 5 nor more than 8 other members.

11. The President, the Vice-President, the Secretary and Treasurer, and the other members of the Committee shall be elected at the Annual General Meeting.

IV. MEETINGS OF THE COMMITTEE.

12. The Committee shall meet at least once a quarter, and at every meeting three members thereof shall constitute a quorum.

V. ACTIVITIES OF THE ASSOCIATION.

13. The activities of the Association shall include,

(*a*) the discussion of administrative questions at periodical meetings,

(b) the publication of a Quarterly Journal, which will be supplied free to members,

(c) the maintenance of a comprehensive library of books and journals on administration and allied matters,

(d) the organisation of conferences, lectures and social gatherings and

(e) such other matters as are calculated to further the objects of the Association mentioned in Rule (1).

14. At the Annual General Meeting of the Association the report of the Committee on the work of the Association and the annual statement of the accounts shall be presented, and the members of the Committee for the ensuing year elected.

VI. RULES.

15. No new rules shall be passed and no change made in the existing rules except at an Annual General Meeting of the Association.

16. Subject to the rules of the Association for the time being in force, the Committee shall have power from time to time to make and to alter subsidiary rules for the better carrying on of the work of the Association.

VII. THE PROPERTY OF THE ASSOCIATION.

17. The property and effects of the Association of what kind soever shall be vested in the Committee for the time being for and on behalf of the Association.

W D 695—GPB—600—9-12-18

PART I.—Orders of Government (Mysore).

FINANCIAL.

Audit and Appropriation Report, 1915-16.

GOVERNMENT REVIEW.

Changes in classification.—During the year under review there were several important changes in the classifications of revenue and expenditure. The Revenue and Expenditure heads were re-arranged into different groups which bring out clearly what portion of the total resources of the State is being spent for the collection of its revenue and what amounts are being spent for meeting the charges for interest on debt and other obligations, for Civil Administration, for the protection of the people including army and defence, for ordinary irrigation and civil works, for moral and material development.

Another important change exhibited in the accounts is the appropriation made from the revenue account to certain annual reserves to safeguard stability of the State in accordance with the Scheme of Financial Settlement sanctioned during last year, (*vide* Government Order No. Fl. 6779-828—G. F. 39-17-1, dated 13th May 1918) but effect to which was actually given from the year 1916-17 so far as possible.

General Financial Review.—The budget estimate for 1916-17 provided for revenue of 264·97 lakhs and for total expenditure of 252·01 lakhs on the revenue account, and for a capital outlay of 53·50 lakhs.

The actuals show that there was an increase both under revenue and ordinary expenditure to the extent of 34·09 lakhs and 22·98 lakhs respectively with a net improvement of 11·11 lakhs in the surplus.

The important variations in the actuals of revenue and expenditure have already been explained in Government Order No. Fl. 223-72—G. F. 107-16-16, dated the 13th July 1917, in comparing the revised estimate of 1916-17 with the budget of the year.

In respect of the surplus revenue for the assigned tract which was then expected to be less by 1½ lakhs as compared with the budget, the actuals show, however, an increase of 8½ lakhs over the budget, as the arrears due for the years 1910-11 to 1915-16 were received after the revised estimate was framed.

Appropriation Audit.—Of the excesses over the budget grants under the several heads of expenditure noted in para 17 of the report as requiring Government sanction, there has been increase over the total allotment for certain major heads, *viz.*, 4 Stamps, "12 General Administration, 23 Irrigation Works, 24 Civil Works and 35 Miscellaneous Railway Expenditure." The several excesses requiring sanction which are all unavoidable are hereby allowed to be finally admitted in audit.

The total amount placed under objection up to 30th June 1917, but remaining unadjusted on 31st October 1917, in the Civil Books was 3·22 lakhs against 1·51 lakhs in last year showing an increase of over 113 per cent. The major portion of the amount under 'awaiting clearance' relates to the Military Department and Sandal Oil Factories; the former of which is responsible for Rs. 1,16,000 and the latter for Rs. 63,000.

The Director of Sandalwood Oil Factories is requested to furnish full accounts for the expenditure incurred on revenue account of the factory to enable the Comptroller to finally audit the expenditure of Rs. 63,000 awaiting clearance.

Government note that the amount held under objection for want of detailed bills and vouchers is large amounting to 2·94 lakhs out of the total of 3·22 lakhs and they see no reason why the necessary bills and vouchers should not be sent to the Comptroller in time by treasuries and disbursing officers, as no payments can be made without proper vouchers being obtained.

An analysis of the outstanding objections in the Public Works Department shows that the expenditure without estimates during the year under report is slightly more than in the previous year.

To bring under control the operations of the department in respect of P. W. works involving heavy outlay or productive in character, Government have directed the Comptroller to submit monthly reports to Government in the Financial Department pointing out the several items under objection for want of estimates and excess over estimates in respect of works costing over one lakh and all productive works. Arrangements have also been made to obtain quarterly from the Comptroller, statements showing the inspection reports on the audit of accounts of Public Works and Divisional Offices not disposed of within three months and the important objections raised on which orders are required.

As a result of these arrangements, it is hoped that the objectionable items of expenditure in the Public Works Department will be considerably reduced in the next year's report.

Government observe that the amount under objection in the Cauvery Power Scheme in 1916-17 is much less than in the previous year, and that on 1st October 1917, there was no expenditure under objection on account of want of appropriation.

In the Railway Department, the number of items and the amount under objection for want of estimates and excess over estimates have largely increased during the year under report and Government expect that all necessary action will be taken in due time to avoid such irregularities as far as possible in future.

Financial irregularities.—The attention of all Heads of Departments is drawn to the several financial irregularities pointed out by the Comptroller and Government desire that all Heads of Departments will see that the standing orders are strictly observed and that necessary instructions are issued to their subordinate officers to guard against irregularities in future.

The Comptroller is requested to devote special sections or paragraphs of the report in reviewing the following classes of transactions.

(*a*) Accounts and objections of Open Lines of Railways.
(*b*) Objections on travelling allowance bills.
(*c*) Rush of expenditure in the last month of the year.

A clear statement should also be given as to whether all action required to be taken in respect of the report for previous years and the orders of Government thereon have been actually taken by the parties concerned and whether all points have been satisfactorily settled.

G. O. No. Fl. 1801-50—G. F. 19-17-6, dated 2nd October 1918.

Programme of Railway expenditure.

The question of fixing the normal capital programme of the State, and the method of financing productive works has been under the consideration of Government for some time.

The programme of capital expenditure is at present varying from year to year depending on the urgency and usefulness of the works undertaken, the rapidity of their execution and the extent of the funds that can be made available for them on a consideration of the ways and means position of the State at the time of the preparation of the budget.

In the scheme of Financial Settlement sanctioned in Government Order No. Fl. 6779-828, dated the 13th May 1918, provision has been made by setting apart in the revenue account of each year definite sums to form the interest and sinking fund reserves with a view to undertaking a liberal and continuous programme of capital expenditure that may be required for the development of the natural resources of the State.

It is now necessary to determine what the normal programme of capital expenditure should be from year to year and how such expenditure should be financed.

On a careful review of the financial position and the demands of the several departments for funds to be spent on productive works. Government are pleased to pass the following orders:—

(i) The normal programme of capital works for the next five years may be fixed at 70 lakhs per annum as shown below:—

	Rs.
Railways	20 lakhs.
Irrigation	20 lakhs.
Electrical Works and ordinary industrial works...	20 lakhs.
Contribution to a fund called the Industrial Development Fund, to be formed hereafter, in due course	10 lakhs.
Total ...	70 lakhs.

(ii) Other special and large industrial productive works requiring heavy outlay, such as Iron Scheme and Bhatkal Project should be financed separately by loans raised for the particular purpose or otherwise.

(iii) The normal provision of 70 lakhs required for capital expenditure will, in the first instance, be met from the reserves and credit balances under departmental heads to the extent of about 40 lakhs and the balance of about 30 lakhs should be annually borrowed by issuing debentures and pronotes, preference in the matter of subscribing to these loans being given to capitalists and people of the State.

G. O. No. Fl. 2150-3—G. F. 186-15-5, dated 24th October 1918.

The State Provident Fund.

ANNUAL REPORT OF THE COMPTROLLER FOR 1917-18.

Number of subscribers.—The number of subscribers at the commencement of the year was 2,361. During the year under report, 272 persons enrolled as members, and 130 ceased to be such, with the result that there were 2,630 members at the close of the year. Of these 7 are compulsory subscribers.

Subscriptions.—The amount subscribed during the year was Rs. 89,463-9-11 as against 83,903-9-0 in the year previous.

Withdrawals.—There were 103 withdrawals during the year, of which 45 were due to retirements, 26 to deaths, 20 to resignations, 10 to dismissals and 2 to the subscribers having joined the Railway Provident Fund. The amount of these withdrawals aggregated Rs. 12,739-5-1.

Temporary advances.—There were 108 cases of temporary advances. The amount advanced in the year was Rs. 9,141, while that repaid during the year was Rs. 3,087-4-4.

The financial position of the Fund on 30th June 1918 was therefore as follows:—

	Rs.	a.	p.
Opening balance on 1st July 1917	1,45,439	2	10
Subscriptions during the year ...	86,376	5	7
Repayments of temporary advances	3,087	4	4
	2,34,902	12	9
Withdrawals during the year ..	21,880	5	1
	2,13,022	7	8
Interest credited during the year	8,924	14	2
Closing balance on 30th June 1918	2,21,947	5	10

Nominations.—During the year under report, there were 154 nominations, the total number registered up to the end of the year being 922 which is about 36 per cent of the number of subscribers.

Yearly advance to subscribers.—Annual advances to subscribers are being issued.

With reference to para 3 of Government Order No. Fl. 3685-734 —G. F. 13-17-11, dated the 17th January 1918 (reviewing the annual report of the State Provident Fund for 1916-17) enjoining necessary action being taken for ensuring that permanent officers entering the service after 1st July 1915, who are unable to insure their lives, subscribe to the State Provident Fund, arrangements have been made with the Insurance Secretary for the names of such officers being regularly reported to this office and a watch being kept over those who do not subscribe to the Fund. Six such cases were accordingly reported during the year under review and necessary action has been taken by this office.

G. O. No. Fl. 2918-66—G. F. 78-18-4, dated 18th December 1918.

LAND REVENUE AND INAMS.

Personal Assistants to Deputy Commissioners.

INSTRUCTIONS REGARDING THEIR DUTIES.

Government are pleased to issue the following instructions regarding the duties of Personal Assistants :—

Personal Assistants are given expressly with the object of relieving Deputy Commissioners of routine work, and the Treasury Assistant Commissioner of all kinds of miscellaneous work which he has now to attend to when the Deputy Commissioner goes on tour. They are also expected to exercise effective supervision over the Deputy Commissioner's whole office establishment, systematise and co-ordinate the office administration, guard against delay and unbusinesslike methods of dealing with papers; and will also be available for any special work outside headquarters which the Deputy Commissioner may deem fit to give them.

Personal Assistants should not be placed in charge of the taluks now under the direct charge of the Deputy Commissioners without the specific sanction of Government in any case.

G. O. No. R. 5104-11—L. R. 281-18-1, dated 2nd October 1918.

Constitution of three new Revenue Sub-Divisions.

The Government have already declared their intention to relieve Deputy Commissioners of taluk charges so as to leave them unfettered for District administration and to enable them to exercise more general supervision and control over the several departments under their charge. The proposals submitted by the Revenue Commissioner in this behalf involve the creation of eight new Sub-Divisions, one in each district. By Government Notifications Nos. R. 9479—L. R. 315-16-3, dated 13th March 1917, and R. 9391—L. R. 390-16-2, dated 10th March 1917, the Deputy Commissioners of Bangalore and Mysore Districts have already been relieved of the direct charge of taluks and they have besides been given Personal Assistants. Personal Assistants have been given also to the Deputy Commissioners of Shimoga and Tumkur. The Deputy Commissioners who have not yet been given any such relief are those of Hassan, Kolar, Kadur and Chitaldrug.

Government are now pleased to direct that three new Sub-Divisions be constituted in the districts of Hassan, Kolar, and Kadur according to the scheme proposed by the Revenue Commissioner with effect from 1st December 1918.

The question of introducing the scheme in the other districts is reserved for separate consideration.

G. O. No. R. 6720-778—L. R. 397-16-8, dated 30th November 1918.

District and Taluk Conferences.

REVISED INSTRUCTIONS.

As regards the time of the meeting, Government are pleased to direct, in modification of their order contained in paragraph 2(1) of Government Order No. R. 5650-699—L. R. 10-14-211, dated 5th December 1916, that Taluk Conferences be held in December, the Taluk Jamabandi being finished before November previous and that District Conferences be held in the early part of January following.

Government further direct that Deputy Commissioners might preside over Taluk Conferences whenever possible, and that in their absence, the officers in charge of the Revenue Sub-Divisions should preside over the conferences.

As regards Rule 6 of the rules laid down in the Government Order dated 5th December 1916, stating that no grants will be made for Taluk Conferences, the Deputy Commissioner, Hassan District, suggests that a grant of Rs. 25 should be made for each Taluk Conference. The Revenue Commissioner also recommends such a grant being made for meeting charges of a contingent nature. Government, however, consider that no separate grant for the purpose seems necessary and direct that all legitimate expenses for these conferences should be met out of the District Office contingencies.

G. O. No. R. 7689-740—L. R. 69-17-40, dated 19th December 1918.

Inam Department.

ADMINISTRATION REPORT FOR 1917-18.

During the year, 5 land inams comprising an extent of 23 acres and 15 guntas and 200 dayas of garden land, assessed at Rs. 71-14-0 were newly confirmed with a combined quit-rent of Rs. 15.

Twenty-six land inams were resumed to Government and struck off the inam registers during the year under report, on account of which the inam revenue was reduced by Rs. 108 while there was a corresponding increase of Rs. 391-15-0 under Land Revenue in the shape of assessment.

Three whole inam villages and 20 minor land inams were revised during the year under report. The net result of the revision was that the combined quit-rent was reduced by Rs. 47-15-0.

Besides the above, two ready money inams of Rs. 173 and Rs. 104-12-0 were increased each by Rs. 15 per annum as per Government orders.

The number of quit-rent registers prepared during the year was 23 for confirmed cases and 130 for resumed and struck off cases. Besides these 750 supplemental quit-rent registers and correction statements were prepared and issued during the year on the basis of Puravani Tarav Patriks, Government orders, etc.

During the year under report, 28 final title-deeds for minor inams in Government villages were issued.

Out of the 22 taluks into which the revision survey settlement had been introduced up to the end of 1914-15, the revised final quit-rent registers of 7 taluks were compared with the Jodidar Patriks, differences were investigated and necessary alterations effected in the quit-rent registers. These together with the registers that were completed up to the end of 1916-17 make up a total of 20 taluks leaving those of Bangalore and Tumkur still to be dealt with. Besides the above, the final quit-rent registers of Koppa and late Harnahalli and Banavar Taluks were overhauled and brought up-to-date when the revision survey settlements were conducted in the taluks in the course of the year.

The amount of correspondence, both English and Vernacular was 2,034 as against 2,005 in the year previous. Searching of old records required for reference by private parties and by various Government Departments, as usual, took up much time and labour.

There was a decrease of Rs. 140-15-0 in inam revenue in the year as shown below:—

		Rs.	a.	p.
Quit-rent on newly confirmed inams	...	15	0	0
Deduct on account of resumptions, etc.	...	108	0	0
Ditto revision	...	47	15	0
Total	...	155	15	0
Net decrease	...	140	15	0

The cost of the Department for the year was Rs. 3,487-5-5 as against Rs. 3,532-9-3 in the year previous.

The total cost of the Department from 1868 up to the end of the year under report was Rs. 12,04,002-5-5 and the total annual recurring revenue is Rs. 2,69,231-11-7.

G. O. No. 5040—L. R. 67-18-2, dated 1st October 1918.

FOREST.

Tangadi bark.

SCHEME FOR INCREASING ITS ANNUAL OUTPUT.

The Conservator of Forests states that conditions in Mysore are not quite the same as those in Madras, and consequently there is no need to offer any special encouragement for the propagation of Tangadi in private occupied lands. He is of opinion that the best course to increase the output of the bark would be to introduce it extensively through Government or departmental agency into Amrut Mahal kavals and Government waste lands in the maidan districts of Chitaldrug, Tumkur, Hassan, Kolar and Bangalore, and in the dry maidan parts of other districts which have already earned a reputation for the quality of the bark. He states that the measure will be productive of another advantage in that it will afford shelter and protection to the soil and stimulate the growth of grass. He adds that arrangements have already been made to sow Tangadi seeds in the forest plantations on a small scale, and that if a sum of Rs. 10,000 is placed at his disposal every year, the Forest Department will take up the work of introducing this species on an intensive scale into all the kavals and Government waste lands in the maidan districts of the State.

The Revenue Commissioner states that it is not desirable that assessed lands fit for cultivation should be given out for growing Tangadi and suggests that Kharab and other unassessed lands which are not fit for ordinary cultivation may, when applicants come forward to take up the enterprise, be given in blocks of not less than 10 acres on the same conditions as those offered by the Madras Government, *viz.*,

(i) that the land will be free of assessment for the first 4 years and then subject to the highest dry assessment in the village but not exceeding one rupee an acre,

(ii) that the land will be liable to be resumed at any time, if used for any other purpose.

He adds that in giving out lands in a village, preference may be given to Village Committees when they are prepared to undertake the cultivation, and that by way of serving as an example and object lesson to the raiyats, the Forest Department may also be asked to take up the formation of a few plantations in each district.

Government have considered the proposals, and are pleased to approve of them. A sum of Rs. 10,000 asked for by the Conservator of

Forests is provisionally sanctioned. He is requested to meet the expenditure by reappropriation in his budget and to work up and submit a detailed scheme showing, among other things, the areas in which it is proposed to work it departmentally, and the areas proposed to be assigned for private enterprise. Details for the proposed expenditure should also be furnished. The Revenue Commissioner is requested to give wide publicity to the scheme and issue necessary instructions to the Deputy Commissioners for the speedy disposal of Darkhasts either by individual applicants or by Village Committees.

A special report should be submitted to Government by the Revenue Commissioner and the Conservator of Forests, regarding the progress in the working of the scheme at the end of the current official year.

No. R. 6459-71—Ft. 237-17-6, dated 28th November 1918.

STAMPS.

Stamp Department.

ANNUAL REVIEW FOR 1917-18.

The Stamp revenue realised during the year under review was Rs. 12,83,769 against Rs. 11,96,926 in 1916-17. The increase of Rs. 86,843 in the revenue was contributed by all the items of receipts of Stamp revenue. The major portion of the increase, however, was under "Court Fee Stamps," and is reported to be due to an increase in the number of civil and criminal cases instituted during the year.

The total expenditure of the Department during the year was Rs. 82,985 against Rs. 81,966 in 1916-17. The increase in the expenditure was due partly to the rise in prices of the special water-marked papers used for manufacturing stamps, and partly to the revision of the pay of the supervisors of the Stamp Superintendent's Office and Stamp Manufactory.

There is scope for much improvement in the inspection work done by the *ex-officio* Inspectors of Stamps: Though inspection work was satisfactory in Shimoga, Kadur, Chitaldrug and Hassan Districts, in Bangalore, Kolar, Tumkur and Mysore Districts a large number of offices were left uninspected during the year. The Commissioner of Stamps is requested to impress upon all Inspectors of Stamps the importance of the annual inspection of these offices and insist upon the submission of an yearly programme of inspection work which should be systematically adhered to.

The working of the Department during the year was satisfactory.

G. O. No. 7030-9—St. 17-18-3, dated 9th December 1918.

REGISTRATION.

Registration Department.

ANNUAL REVIEW FOR 1917-18.

The number of special and *ex-officio* Sub-Registry offices at the close of the year were 60 and 18 against 57 and 21 respectively at the end of the year 1916-17.

The total number of documents registered during the year under report was 117,152 with an aggregate value of Rs. 3,08,48,173 as against 114,332 in 1916-17 with an aggregate value of Rs. 2,88,12,301. The small increase of 2,820 or 2·45 per cent in the number of registrations was contributed by the Bangalore, Mysore and Kolar Districts, there being a decrease in the number of registrations in the other districts.

The department yielded a revenue of Rs. 2,39,944 during the year under review, against Rs. 2,28,649 in 1916-17, thereby showing an increase of Rs. 11,296.

The expenditure of the department during the year was Rs. 1,07,782 against Rs. 95,631 in 1916-17. The increase of Rs. 12,151 in the expenditure was mainly due to the revised scale of pay sanctioned to the establishment of the department under the scheme for the re-organization of the department which was brought into force from 20th November 1917.

Eight thousand, five hundred and seventy-three applications for the transfer of Revenue Registry were received and sent during the year by registering officers to the Revenue Department, against 9,347 in 1916-17.

Four out of the 78 offices were not inspected at all during the year. Fifteen offices were left uninspected by the *ex-officio* Inspectors of Registration and 39 by District Registrars. The inspection work done by the Registrars of Bangalore, Mysore, Tumkur and Hassan was inadequate. The attention of the Inspector-General of Registration is invited to Government Order No 497—E. A. G. 60, dated 12th October 1917, laying down instructions for the periodical inspection of Registration Offices.

The question of the appointment of full-time Registrars is under separate consideration of Government.

The working of the department during the year was satisfactory.

G. O. No. 7280-9—Regis. 17-18-3, dated 12th December 1918.

LEGISLATION.

The Mysore Legislative Council.

POWER TO NON-OFFICIAL MEMBERS TO MOVE AND DISCUSS RESOLUTIONS.

The non-official members of the Legislative Council have been urging for some time past that they should be allowed to move resolutions on matters of general public interest. When the Legislative Council was first constituted in 1907, discussion therein was confined to legislative matters actually before the Council. Subsequently in 1914, this limitation was relaxed, and discussion on the annual financial statement was allowed and power was also given to ask questions on matters of general interest. Power to ask supplementary questions was conferred in 1915, and a Finance Committee consisting of official members and elected non-official members was constituted this year. Government are of opinion that the non-official members may now be given further opportunities for placing their views before the Government, and are accordingly pleased to confer on the members the privilege to move and discuss resolutions relating to matters of general administrative interest excluding the budget, subject to such restrictions and conditions as Government may deem fit to impose in the public interest.

G. O. No. G. 10297-321—Legis. 22-18-1, dated 3rd December 1918.

MILITARY.

Military Forces.

ANNUAL REVIEW FOR 1917-18.

The expenditure under all branches of the military service amounted to Rs. 15,04,081 as against Rs. 13,98,788 in the previous year; the increase of Rs. 1,05,293 being under Headquarter charges, Imperial Service Regiment, Mysore Horse, Barr Infantry and miscellaneous charges.

The strength of the combatants and followers of the Imperial Service Regiment in the Field was 568 and 145 as against 473 and 116 in the previous year. The number of men of the Imperial Service Troops that came back invalided from the Field during the year was 85, while the number sent to the Field was 231.

His Highness the Maharaja was pleased to confer the title of "Lieutenant" on Mr. A. A. Montiero, Assistant Veterinarian; Jamedars Abdul Gaffar and Krishna Rao Kadam were respectively granted Indian Distinguished Service and Indian Meritorious Service Medals.

Government are pleased to note that the Transport Corps on the Field maintained a high degree of efficiency and discipline, and that the Mysore Imperial Service Lancers which continued to remain on active service in Palestine throughout the year took part in the attack on Gaza in November 1917 and that the conduct of the Regiment in the battle and their subsequent pursuit of the enemy received high appreciation.

G. O. No. G. 11302—Mily. 213-18-3, dated 12th December 1918.

Amrut Mahal Department.

ANNUAL REVIEW FOR 1917-18.

Notwithstanding the scarcity of pasture and the breaking out of epizootic diseases such as Black-quarter and Rinderpest, the total mortality among the Amrut Mahal cattle was only 791 as against 885 in the previous year.

The percentage of birth-rate for the year was 40·51 as against 41·24 in the previous year; and that of the death-rate fell from 10·75 in 1916-17 to 9·26 in the year under review. The fall in the birthrate is attributed to unseasonable rainfall, its unequal distribution and the want of pasture in summer. As observed by the Chief Commandant, the birth-rate might be improved by the supply of good breeding bulls to the several herds. This requires early attention.

With a view to improve pasture, the Superintendent proposes to grow (1) Rhodes grass, (2) Guinea grass, (3) Elephant grass and (4) Mauritius water grass, in selected localities. The result of the experiment will be awaited with interest.

The demand for the year amounted Rs. 57,907-2-7 as against Rs. 41,221-1-8 in the previous year, while the expenditure fell from Rs. 35,049-8-6 in 1916-17 to Rs. 26,853-8-6 during 1917-18, the decrease being mainly due to the savings effected in the pay of the Superintendent, Amrut Mahal Department.

One ram of the Australian flock is reported to have been given to a raiyat for breeding purposes and the number at the close of the year was 217. It is satisfactory to note that the Bangalore Woollen, Cotton and Silk Mills Company to whom samples of fleece were sent have pronounced them to be of good quality and to be free from kemp.

G. O. No. G. 11888-9—Mily. 182-18-3, dated 18th December 1918.

MEDICAL.

Hospitals and Dispensaries.

GOVERNMENT REVIEW ON THE ANNUAL REPORT FOR 1917.

During the year 1917, six Local Fund dispensaries at Belur, Balehonnur, Aldur, Attigunde, Santaveri and Lakkavalli in the Kadur District and one itinerant dispensary at Nagenahalli in the Hassan District were newly opened. The Planters' dispensary at Kalasa was converted into a grant-in-aid institution. A temporary dispensary was also opened at Budipadaga in the Mysore District.

The Railway dispensary at Hole-Narsipur was closed, as it was not required after the opening of the Mysore-Arsikere line. As a result of these changes there was an increase in the number of medical institutions in the State from 166 to 174.

The two itinerant and three semi-itinerant dispensaries opened in the malnad tracts are reported to have rendered medical aid to 24,387 patients during the year, showing considerable advance over the figure for 1916 which was 17,639. Government are glad to note that the establishment of these dispensaries has met a real want.

The number of in-patients treated in the State Public, Local Fund and Private Aided Institutions was 12,775 or 578 more than that in the previous year, while the number of out-patients was 1,648,137 against 1,513,175 in 1916.

Among common diseases treated malaria as usual stood first in point of number (307,950) an increase of 43,108 over that for 1916. But the mortality in respect of the disease was slightly less, the proportion being only 55 as against 57 during 1916.

The number of principal surgical operations performed during the year in the hospitals and dispensaries was 45,104. The number of major operations was 2,614 and of these 2,487 (excluding 38 which were still in the hospital at the close of the year) are reported to have been successful. The number of major operations performed in the Victoria Hospital, Bangalore, was 1,015 against 994 in the previous year.

The number of midwives at work during the year was 134 against 131 in the previous year. They attended to 8,542 cases against 9,186 in the previous year. The number of cases per month amounts thus on an average to 5 for each midwife, a very poor result in the opinion of Government.

The number of patients resorting to indigenous system of treatment is almost the same as in previous year.

The number of patients treated in the special pay wards of the Victoria Hospital, Bangalore, was 122 against 110 in 1916 and the fees realised amounted to Rs. 4,858. It is reported the wards are growing in popularity. The number of cases treated in the "X" Ray Department of the two hospitals is 365 against 430 in 1916, showing a decrease of 65 cases.

A Department of Dental Surgery was opened in the Victoria Hospital at the end of the year with Dr. W. F. Rule, D.D.S. as Dentist.

The total expenditure on medical relief was Rs. 5,07,735 against Rs. 4,92,613 in the previous year, the State contribution towards it amounting to Rs. 4,10,152.

Government are glad to observe that inspection work done during the year was satisfactory and that the Senior Surgeon himself inspected 94 institutions as against 48 during the previous year.

G. O. No. G. 7480—Med. 26-18-4, dated 10th October 1918.

SANITATION.

Sanitary Department.

ANNUAL REVIEW FOR THE YEAR 1917.

Seasonal conditions.—There was a diminution in the rainfall during the year under report. The prices of food grains did not vary to any substantial extent from those of the preceding year.

Vital statistics.—The recorded birth-rate was 20·00 per mille, which is slightly less than that of 1916, but exceeded the quinquennial average by 0·27 per mille. The number of births registered in town circles was slightly in excess of that in the previous year. There was an excess of births over deaths in the five districts of Kolar, Tumkur, Hassan, Kadur and Chitaldrug. During the year under report, there was an increase of 16,573 deaths, the death-rate being 19·54 as against 16·63 in 1916. The increase is reported to be mainly due to excess of mortality under cholera and fevers. The deaths among infants under one year of age was in excess of those for the previous year by 627. The attention of the Municipal Councils of Bangalore, Mysore and the Sanitary Board, Kolar Gold Fields, is invited to the suggestions of the Sanitary Commissioner in para 9 of his report regarding the steps to be taken to reduce the high infantile mortality.

Principal causes of death.—There was a severe outbreak of cholera during 1917, the registered number of deaths being 7,288 as against 137 in 1916. The mortality was high during the month of November 1917. Kadur District was free from the disease and the mortality in Hassan and Shimoga Districts was only 38 and 49 respectively. It is reported that a total of 400 attacks with 328 deaths from cholera was recorded for the Mysore City alone. The cholera preventive measures should in future be more vigorously undertaken in the infected areas. It is the responsible duty of the Department of Public Health to take effective steps in this direction and the heavy mortality reported is not creditable to the department. The mortality from small-pox was 1,468 against 2,234 in 1916.

There was a slight increase in the mortality from plague, the number of deaths being 10,410 as against 9,779 in 1916. The disease prevailed in all the districts throughout the year.

There was an increase of 6,103 deaths from fever in 1917, the highest mortality being in December with 4,415 deaths. The death-rate was high in the districts of Shimoga and Kadur, *viz.*, 9·37 and 9·32, respectively. Mysore District reported very high figures, *viz.*, 10,005.

The Presidents of the Municipal Councils are requested to arrange in consultation with the Sanitary Commissioner, for a malarial survey being carried on in localities where mortality from fever is heavy in order to determine the special measures necessary for combating malaria.

Sanitation in malnad.—Much progress has been made in the direction of clearing rank vegetation, sinking of wells and improvement of drainage in the malnad tracts of the districts of Shimoga, Kadur and Hassan. Disease survey of certain villages in the Kadur District was also conducted.

Medical inspection of schools.—A large number of children were examined during the year under review. The proposals for the development of the scheme promised by the Sanitary Commissioner in paragraph 48 of his report are awaited.

Sanitary work.—The Central Sanitary Board advised on six schemes referred to them for consideration. The aggregate expenditure incurred by the municipalities on sanitary works was Rs. 56,610, the principal works being improvement of water-supply, construction of drains and of public latrines, etc. The total expenditure incurred by the Public Works Department on works of sanitary nature was Rs. 87,801.

General.—The report as to what extent the registration of vital statistics underwent verification, as also the work done by the Sanitary Inspectors in districts has not been furnished, as required in Government Proceedings No. 3181-9—San. 61-17-5, dated the 13th December 1917. This information should be furnished in a supplementary report.

The re-organisation of the Department of Public Health is under consideration of Government. It is a matter of vital importance that the work of the department should be conducted on more effective lines, not only in the direction of preventive measures but also under scientific investigation and research. The recent Influenza epidemic has shown the defects of the existing organisation as well as the methods of work, and Government hope that the Sanitary Commissioner will show much better work in all the branches of Public Health Administration in his future reports.

G. O. No. G. 11638-49—San. 48-18-4, dated 16th December 1918.

VACCINATION.

Vaccination Department and Institute.

ANNUAL REVIEW FOR THE YEAR 1917.

Result of vaccination during the year.—The number of persons vaccinated during the year under report was 96,180 as against 97,280 in the previous year, showing a decrease of 1,100. Under "District Vaccination" there was a considerable decrease in the number of persons vaccinated by medical officers.

The decrease in the number of persons vaccinated is mainly under re-vaccination and is explained as due partly to the absence of epidemic and partly to careful scrutiny of the work of vaccinators and the greater accuracy of figures. With the reorganisation of the department and the increased staff, Government hope that better progress will be shown in future.

The number of deaths from small-pox decreased from 2,234 in 1916 to 1,468 in the year under review.

Inspection work.—There was a decrease in the number of cases of vaccination inspected by the Deputy Inspectors of Vaccination. As the supervision staff has now been increased Government expect better results in future.

Cost of department.—The cost of the department, excluding Vaccine Institute, was slightly in excess of that in the previous year, the amount being Rs. 25,699 as against Rs. 22,717 in 1916.

The average cost of each successful vaccination was approximately the same as in last year, *viz.*, Re. 0-4-9 as against Re. 0-4-8·5.

Vaccine Institute.—There has been a considerable decrease in the quantity of vaccine manufactured in the institute, though there has been an increase in the net expenditure. This has not been explained.

The management of the Institute left much room for improvement during the year under report, and Government hope that now that the Vaccine Institute has been placed directly under the Sanitary Commissioner, the internal administration of the institute will be more economical and show appreciably better results.

With a view to improve the vaccination work in the State, the reorganisation of the department was sanctioned in March 1918, and the control of the vaccination establishment was transferred to the District Boards, subject to the continuance of the professional advice and scrutiny of the Sanitary Commissioner who is requested to make a special report to Government as to whether the reorganisation scheme has been given full effect to and how it is working. Definite rules have also been prescribed by Government to regulate and supervise the work of vaccination.

G. O. No. G. 10795-805—San. 44-18-3, dated 9th December 1918.

EDUCATION.

The Mysore Central Panchama Boarding School.

SCHEME FOR THE DEVELOPMENT OF THE INSTITUTE.

The proposals of the Inspector-General of Education (printed as annexure) are comprehensive and provide for the development of the Institute in the several important branches of education. They provide for English education up to the Lower Secondary standard, higher Vernacular education and courses in the useful industries.

Government are pleased to approve generally of the scheme furnished by the Inspector-General of Education and sanction the proposals as a whole. Such parts of the scheme as have been already brought into operation will be merged in the general scheme and the total recurring cost will be fixed at Rs. 37,124 when the scheme as a whole is given effect to, the expenditure during the first year being limited to Rs. 25,000 inclusive of the expenditure now incurred on the institution.

Government are pleased to direct that the question of constructing a building may be dealt with separately in consultation with the Public Works Department. The other items of non-recurring expenditure amounting to Rs. 7,500 are also sanctioned.

The Inspector-General of Education is requested to take steps to see that the scheme is introduced with effect from the 1st January 1919. The Inspector-General of Education is requested to submit a half-yearly report regarding the working of the institution.

ANNEXURE.

PROPOSALS OF THE INSPECTOR-GENERAL OF EDUCATION.

Sanction may kindly be accorded to the following resolutions :—

(1) That the present Panchama Boarding School at Mysore be absorbed into the new school to be started.

(2) That a Board of Visitors consisting of the following gentlemen* be requested to supervise the working of the institution.

(3) That the present Managing Committee be continued as such to manage the affairs of the institution, with Mr. K. Matthan as an additional member.

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* Names omitted.

(4) The Board of Visitors to meet once a year in Dasara to discuss important points connected with the institution.

(5) That the institution be located in Mysore as a large number of Panchamas live in that district.

(6) That a building may be constructed for a school at a cost of Rs. 25,000 on the Municipal site near the Sericultural Farm at the southernmost road of the Lakshmipuram extension which is about 8 to 10 acres in extent.

(7) That the school be exclusively for Panchamas as other depressed class people who are caste Hindus are not likely to mix with them.

(8) That the following industries together with general education be taught in the school :—

(i) Boot and shoe-making.
(ii) Weaving.
(iii) Carpentry and Smithy.
(iv) Tailoring.
(v) Agriculture and Sericulture (Compulsory).
(vi) Brick-laying and house-building.

(9) That it be an Anglo-Vernacular Lower Secondary School, with Upper Secondary and Normal Training Classes attached to it.

(10) That it shall be a sort of residential boarding institution and when sufficient number of teachers are trained similar and smaller institutions be opened in moffusil.

(11) That the boys who pass the English Lower Secondary Examination be drafted to High Schools and those who pass the Kannada Upper Secondary Examination be sent out as teachers in the smaller institutions to be opened in the moffusil.

(12) That the present school be confined to Panchama boys and that a recommendation be made to Government to open a separate institution on similar lines for Panchama girls in the Mysore City.

(13) The proposed building shall contain the following accommodation :—

1. Dormitories.
2. Kitchen and dining blocks.
3. Superintendent's quarters.
4. Nine class rooms.
5. Four Industrial sheds.
6. One store room attached to each of the 4 sheds.
7. A Science hall.

(14) That the building, except the Science hall, be a *Katcha* building constructed in a simple manner.

(15) That in regard to trades to be taught in the school as far as possible working with improved machinery be introduced.

(16) That the food given at the boarding house be of the simplest vegetarian kind (Ragi and one vegetable) with rice and meat once a week.

(17) That in addition to free boarding, lodging and clothing to

the boys, the parents of the boys in the Upper Secondary and High School classes be given an allowance of one rupee per month as an inducement to send their boys to school.

(18) The boys to be given travelling expenses to and from their homes twice a year.

(19) The Superintendent of the school should also do the work of an employment bureau to provide employments to the students of the school when they go out.

It is proposed to have in the institute four main branches (1) Anglo-Vernacular classes up to the fifth, (2) Vernacular, Middle and Upper Secondary Classes, (3) Training Classes of the Lower Secondary and Upper Secondary grades and (4) Industrial Education including Agriculture and Sericulture (compulsory for all students).

G. O. No. 30-2—Edn. 27-18, dated 16th October 1918.

Education of the children of Soldiers and Non-Combatants.

A SCHEME OF CONCESSIONS.

Government have already in their Order No. 791-3—Edn. 140-15-1, dated the 24th June 1916, sanctioned certain concessions to promote the education of children belonging to the military classes. A scheme of scholarships for the education of orphans of soldiers who die in active service was also sanctioned in Government Order No. 4675-9--Edn. 164-15-1, dated 18th October 1917. By way of further encouragement to the children of soldiers and non-combatants having a claim for special consideration from the State by reason of their being employed on active military service in connection with the present war, Government are pleased to sanction the following additional facilities:—

I. Free Primary Education plus a small annual allowance to cover incidental expenses such as books.

II. Scholarships in Lower Secondary schools, the amount being the same as that prescribed for backward class scholarships with freeships attached.

III. A fair percentage of scholarships in High Schools and Colleges to be exclusively reserved for such students according to a scale to be approved by Government from time to time with reference to the number of such pupils and without prejudice to their competency for open scholarships. When the pupil resides in a hostel and the ordinary scholarship does not cover hostel charges an addition to be made to the scholarship to cover such charges.

These concessions will be applicable to the children of soldiers and non-combatants who have died or been incapacitated both during and after the conclusion of the present war, if they are employed in the Mysore Regiments serving at the front or are natives of Mysore by birth or domicile or have joined as recruits from the Mysore State.

The children of soldiers resident in Mysore and not falling under any of the categories enumerated above may apply to the provincial Government concerned for the benefit of the provincial scheme, if any, applicable to the localities to which the father belonged.

G. O. No 3974-9—Edn. 149-18-3, dated 15th November 1918.

Education Department.

RE-ORGANISATION OF THE INSPECTORATE.

The Inspector-General of Education reports that owing to the expansion of Education during the last three years, the existing inspecting staff has become quite inadequate and has submitted proposals for strengthening the staff at a recurring cost of Rs. 1,35,600 and a non-recurring expenditure of Rs. 10,700. He has also made certain suggestions for further decentralisation of powers in the department.

The average number of institutions to be inspected by each inspecting officer at present comes to 201 and the Inspector-General of Education suggests that if the inspections are to be really efficient, the number of schools to be inspected by an officer should not exceed one hundred and at the most 150 in number, as he is expected to pay some attention to the investigation of the educational needs of the district, or range in addition to administrative and inspectorial work. He therefore proposes an increase of 23 in the number of Assistant Inspectors in the following grades:—

Eight	Assistant Inspectors	in grade Rs.	75—10—125.
Fifteen	Do	do	50— 4— 70.

The existing two Assistant Inspectors on Rs. 150 per mensem are proposed to be appointed as Assistants to the two Circle Inspectors. These Assistant Inspectors will also have charges of all the Primary and Lower Secondary schools in the headquarter cities besides serving as Attendance Officers for compulsory education in the two cities. Except in the Cities of Bangalore and Mysore, the work relating to compulsory education is proposed to be transferred to the District Inspectors of education, they being given the assistance of an Assistant Inspector in grade Rs. 75—10—125 in carrying on their office work and in educational organisation. The clerical establishment attached to the offices of the Circle Inspectors, District Inspectors and the Assistant Inspectors is also proposed to be strengthened by the appointment of additional hands.

Government are pleased to approve of the proposals of the Inspector-General of Education to appoint the existing two Assistant Inspectors on Rs. 150 as Assistants to the Circle Inspectors and they are also pleased to sanction the appointment of ten Assistant Inspectors in grade Rs. 75—10—125, to assist the District Inspectors in their office work. The appointment of an additional clerk on Rs. 40 per mensem for each of the offices of the Circle Inspectors and of one on Rs. 30 for each District Inspector's office are also sanctioned. The cost on account of the proposals sanctioned above will be as follows:—

Item.		Average cost. Rs.
Ten Assistant Inspectors in grade	Rs. 75—10—125 ...	13,000 per annum.
Two Clerks on offices of the Circle Inspectors	,, 40 each for the	960 ,,
Ten Clerks on District Inspectors ...	,, 30 do	3,600 ,,
	Total ...	17,560

As regards the additional inspecting staff, the Inspector-General of Education is requested to submit revised proposals at a cost not exceeding Rs. 50,000 per annum including the expenditure of Rs. 13,000 on account of the ten additional Assistant Inspectors sanctioned above. For the present, additions to the inspecting staff may be made on the basis that no inspecting officer directly inspecting institutions should be in charge of more than 150 institutions within the range for which he is appointed. The cost during the current year will be met by reappropriation of sanctioned grants.

The following decentralisation of powers proposed by the Inspector-General of Education is also sanctioned :—

Powers	Additional powers to Circle Inspectors	Additional powers to District Inspectors
Passing and countersigning detailed contingent bills and travelling allowance bills.	Of officers drawing less pay than Rs. 50 per mensem.	Of officers drawing less pay than Rs. 20 per mensem.
Countersigning salary grant bills ...	For amounts less than Rs. 20.	For amounts less than Rs. 10.
Sanctioning salary grant in-aid to primary schools and night schools as well as bills for house rent.	Up to Rs. 5 per mensem.	......
Sanctioning furniture grants ...	Do 20 do	......
Do petty repairs ...	Do 50 do	......
Do leave	To all officers below the grade of Assistant Inspectors of Education.	To all officers drawing pay not more than Rs. 20 per month.
Do scholarships	Of not more than Rs. 5 per mensem.	Of not more than Rs. 2 per mensem.
Appointments and transfers of teachers	......	Whose pay does not exceed Rs. 12 per month.

The other points raised by the Inspector-General of Education with reference to the change in designation of his own office and alterations in organisation have been noted for future consideration.

G. O. No. 5594-5—Edn. 118-17-8, dated 19th December 1918.

Women Industrial Teachers.

OPENING OF A TRAINING CLASS.

The Inspector-General of Education reports that there is considerable difficulty in finding the women industrial teachers required for the District and Taluk Girls' Schools and proposes the opening of a Central Industrial teachers' class in the Vani Vilas Institute, Bangalore.

The class will afford training—

(1) to the students of the school as part of the Industrial Instruction Scheme;

(2) to adult women desirous of qualifying for situations in the girls' schools; and

(3) to women teachers deputed from schools in the interior, the training in the case of the last mentioned candidates being for the present limited to one year. He proposes also that the entire expenses of the women teachers from the interior excepting the cost of their dress should be paid by Government, a suitable boarding house being provided for the purpose.

The total cost of the scheme is estimated as follows:—

Recurring.	Rs.		Non-Recurring.	Rs.
1. Establishment ..	2,160	per annum.	1. Building	3,000
2. Materials ...	2,400	do	2. Equipment	4,000
3. Boarding House.	1,152	do		

The Education Committee of the Economic Conference is of opinion that the scheme may be tried as an experimental measure, that the course may, if necessary, be extended to two years and that free boarding may be provided in addition to scholarships.

In view of the great need for trained women teachers for taking industrial classes for girls at district and taluk headquarters, Government are pleased to sanction the proposals of the Inspector-General of Education for a period of three years as an experimental measure. The Inspector-General of Education is requested to take the necessary steps for organising the class from the 1st of January 1919, and to submit for approval of Government a detailed set of rules for the working of the scheme.

G. O. No. 4241-4—Edn. 220-17-4, dated 21st November 1918.

Mechanical Draftsmen.

SCHEME OF TRAINING.

The question of training a few students of the school of Mechanical Engineering as draftsmen for high class mechanical engineering work, to help in designing machinery, etc., has been under the consideration of Government since the re-organisation of the Public Works Workshop, now designated the Central Industrial Workshop.

The scope of the scheme and the subjects of study are defined in the Public Works Secretary's note appended to this order. Three subordinates or draftsmen from the Public Works Department and three from among the successful students of the School of Mechanical Engineering, who have an aptitude for machine design and drawing may be selected to undergo training in the school for one year and in the Industrial Workshop during the second year.

The scheme is sanctioned, tentatively for two years, and the cost thereof will be apportioned between the Industries and Commerce, the Education and the Public Works budgets.

ANNEXURE.

NOTE BY THE SECRETARY, PUBLIC WORKS DEPARTMENT.

Object.—The course is intended to train mechanical draftsmen capable of preparing working drawings from rough designs given by the Designing Engineer.

Qualifications for admission and the number of admission.—The number of students admitted will be limited to six for the present. Sub-Overseers and Draftsmen from the regular Public Works Department who are skilled in making neat and accurate drawings, and passed students of the School of Mechanical Engineering, selected by the Superintendent with due regard for their aptitude for such work, will be eligible for admission.

Period and place of training.—The candidates selected will undergo a course of training for a period of two years, the first year being in the School of Mechanical Engineering and the second year in the Central Industrial Workshop.

During the course, the candidates will be under the guidance of the Superintendent, School of Mechanical Engineering.

Subjects of study.—The candidates selected having had preliminary courses both in machine and in freehand drawing, they will be given training in the following subjects :—

FIRST YEAR.

(1) Strength and use of materials in Machine construction.
(2) Applied Mechanics.
(3) Elements of Machine Design.
(4) Advanced Technical Drawing and Sketching.
(5) Composition and specification writing.
(6) Estimating.
(7) Tracing and taking out prints.

SECOND YEAR.

Practical training in the Industrial Workshop under the superintendence of the Assistant Superintendent of the Workshop.

Scholarships.—Candidates selected from the Department will, during their course, be given the pay they are in receipt of in the Department, and during the period of training they will be considered to be on duty. Passed students of the School of Mechanical Engineering will each be given a scholarship of Rs. 15 per month.

Certificate.—Candidates who complete the course satisfactorily will be given a certificate to that effect.

G. O. No. 4261-4—Edn. 52-18-12, dated 21st November 1918.

Public Educational Institutions.

ADMISSION CF STUDENTS OF ALL CASTES.

Government cannot uphold the view that any one shall be excluded from public schools on the ground of caste as schools maintained from the public revenues are intended for the benefit of all classes of people in the State in the same way as Railways, Hospitals, Courts of Law and other public institutions. The unreasonable social prejudices in such matters have been wearing away with the spread of enlightenment in the advanced communities and the rise in the standards of social life of the depressed classes. Government are gratified to note that in certain parts of the State students of these classes were freely admitted to schools and in some of them allowed to mix freely with the students of other castes. Any retrograde step calculated to revive the dying opposition to the legitimate rights of all castes to enjoy the benefits of such public institutions has to be deprecated.

Whenever a school is opened as a protest against the admission of pupils of any community in the public schools, the promoters of such movements should be given clearly to understand that the institutions concerned will not be entitled to any grant-in-aid or other concessions from Government, but recognition should not be withheld unless the prescribed standards have not been satisfied.

G. O. No. 4592—Edn. 89-17-42, dated 29th November 1918.

INDUSTRIES AND COMMERCE.

Industrial Research and Scientific Advice.

CONSTITUTION OF A BOARD.

With a view to ensure continuous attention being paid to the development of chemical and other allied industries in the State by systematic investigations into the possibilities of the economic utilisation of the natural resources of the State, Government have decided to establish a Committee composed of select scientific and other technical experts available in the State.

The Committee will be designated the 'Board for Chemical and Industrial Research and Scientific Advice' and will, to begin with, be constituted as follows:—

Chairman.—
Mr. P. Raghavendra Rao, Extra Member of Council.

Members.—
The Director of Industries and Commerce.
The Director of Mines and Geology.
The Director of Agriculture.
The Director of Public Health Institute.
The Chief Electrical Engineer.
The Professor of Physics, Central College.
The Professor of Organic Chemistry, Central College.
The Professor of Chemistry, Central College.

Secretary.—
Mr. S. G. Shastry, Industrial Chemist.

A working Committee consisting of five members will be appointed to attend to the actual work of investigation, distribution of work among the workers and supervision over students under training, collection and publication of results. The Advisory Committee will meet once every quarter, or, as often as may be necessary; while the working Committee shall meet, at least, once every month.

The Board will be requested to send up to Government detailed proposals in regard to its functions, methods of work, etc. Approval of Government may be obtained, in the first instance, to such tentative proposals as are considered necessary to commence work pending formulation of more comprehensive proposals.

One of the first duties, however, of the Board will be to select at once a dozen subjects of immediate practical interest and to entrust the work of investigation to young men having the necessary capacity and aptitude.

For the present, the following laboratories will be utilised, as far as possible for carrying on the work of the Board :—

1. Agricultural Department Laboratory.
2. Public Health Institute ,,
3. Central College Physics and Chemical Laboratories.
4. The Industries and Commerce Laboratory.

N. B.—If, and when, circumstances necessitate it, recourse may be had to, and help obtained from, the Laboratories of the Indian Institute of Science.

The Board is requested to proceed to distribute at once the work proposed to be undertaken among the several workers.

The Board may, after an experience of twelve months' working on the above lines, submit to Government detailed proposals regarding (i) co-ordinating and standardising the work of the several agencies employed on research work, (ii) improving the organisation as a whole, and (iii) further outlay considered necessary on laboratories, etc., for developing the work.

Government are pleased to direct that a sum of Rs. 10,000 be placed at the disposal of the Chairman of the Board for the current year to be utilised, in the best manner possible, in giving effect to the provisional scheme as indicated above.

Government direct that steps be taken to begin work from the 1st January 1919 and a report of progress made submitted to them once every quarter.

G. O. No. 4550-9—I. & C. 171-16-8, dated 28th November 1918.

Sisal Hemp Cultivation.

GRANT OF CONCESSIONS BY GOVERNMENT.

Government are pleased to direct that the following concessions be granted for encouraging the cultivation of Sisal Hemp in the State :—

Free grant of land (unassessed kharab land by preference) to be made available either to individuals or village communities applying for the same up to an extent of 200 acres in each case under the following conditions :—

(*a*) The land to be free of assessment for five years and then assessed at progressive rates leading to full assessment from the eleventh year.

(*b*) The land to be planted up in full in five years.

(*c*) The land to be liable to be resumed if it is used for any other purpose within twenty years of the grant.

(*d*) Wherever there are not less than 1,000 acres under Sisal Hemp, Government will be prepared to help the cultivators to purchase the necessary machinery for extracting the fibre by advancing half the cost as a loan at a low rate of interest or arrange for the extraction of the fibre, purchasing the leaves produced at a rate fixed so as to allow a fair margin of profit to the cultivators.

The above concessions will be in force for the present until about 5,000 acres are brought under cultivation, preference being given to subjects of the State in the grant of the land.

A sum of Rs. 5,000 may be spent on nurseries to be started by the Forest Department as proposed by Mr. A. Chatterton as soon as the concessions are notified and a sufficient number of applications for land is received.

G. O. No. 5369-77—I. & C. 169-18-3, dated 14th December 1918.

AGRICULTURE.

Encouragement of Fruit Cultivation.

REVISED RULES.

The Government of His Highness the Maharaja of Mysore are pleased to issue the following rules for the grant of loans for fruit cultivation, in modification of those published with Notification No. 3065—A. & I. 180-15-4, dated 1st November 1916.

(1) Loans not exceeding Rs. 3,000 in any single case may be granted for the purpose of organising nurseries of fruit trees for planting or improving fruit gardens of more than an acre in extent in the State.

(2) The following officers shall be competent to sanction loans not exceeding the sums specified against them on each individual application :—

	Rs.
Amildars	100
Sub-Division Assistant Commissioners ...	250
Deputy Commissioners	500

Applications for larger amounts should be submitted by the Deputy Commissioner to Government for sanction through the Agricultural Committee.

Copies of orders sanctioning the loans should be forwarded to the Superintendent, Government Gardens, and the Secretaries of the Committees for record in their offices.

(3) The application shall be in the prescribed form and shall in the first instance be presented to the officer authorized to sanction the loan. The application shall, after necessary local enquiry, be disposed of by that officer if it is within his powers of sanction, otherwise it shall be submitted without unnecessary delay with his recommendation and the record of enquiry to the officer competent to dispose of it.

Officers sanctioning or recommending loans shall satisfy themselves that the project has a reasonable chance of success after consulting, if they think it necessary, the Superintendent, Government Gardens or the District Horticultural Inspector.

(4) The amount of the loan sanctioned shall not exceed two-thirds of the current market value of the security and the loan shall

be advanced in such instalments as may be fixed by the authority sanctioning it.

In every case in which a loan is granted under these rules, the borrower shall execute a mortgage deed in respect of the garden or estate to be planted or improved and shall also, if necessary, offer additional security in the shape of other immovable property. Government bonds and Railway debentures may, however, in the discretion of the Deputy Commissioner, be accepted as additional security. He shall also agree to abide by the conditions set forth in these rules.

(5) The sufficiency of the security shall be investigated by an officer not lower in rank than the Amildar of the Taluk in which the site of the garden to be planted or improved is situated, in cases in which the amount of the loan applied for is below Rs. 500 and by the Assistant Commissioner in revenue charge of the taluk, in cases involving higher amounts and no loan shall be granted without a satisfactory report of such enquiry.

(6) The loans shall be granted subject to the following conditions:—

(i) The loan shall bear interest at the rate of 6¼ per cent per annum and shall be discharged (both principal and interest) in seven equal instalments to be paid before the end of May, the first instalment falling due on the 1st May of the 3rd year, after the loan is sanctioned.

(ii) In all matters relating to payment, etc., of the loan not specially provided for in these rules, the provisions of the rules issued under Notification No. R. 4319—Agri. 91-08-4, dated 2nd January 1909, shall apply as far as possible.

(iii) The borrower shall undertake to commence work within six months after the loan or the first instalment thereof is disbursed and to utilize it strictly for the purpose set forth in his application, but if through unforeseen circumstances, any deviation becomes necessary, he shall apply for the written permission of the officer who sanctioned the loan who, if he grants it, shall endorse it on the record of the order sanctioning the loan.

(iv) The borrower shall maintain proper accounts of the appropriation of the loan and shall hold both his accounts and his garden in respect of which the loan is obtained, open to the inspection of the Deputy Commissioner and other Revenue Officers not lower in rank than the Amildar or Deputy Amildar of a taluk or sub-taluk and of the officers of the State Gardens Department and the Economic Conference.

(v) If the loan is not being properly utilised, or if the garden for which it was obtained is being neglected or if the instalments are not regularly paid, the borrower may be required to return the full amount of the loan at once and steps taken for its recovery as an arrear of land revenue.

(vi) The borrower shall execute an agreement undertaking to abide by the conditions above set forth.

G. O. No. 4300-14—A. & E. 117-17-9, dated 22nd November 1918.

Agricultural Department.

GOVERNMENT REVIEW ON THE ANNUAL REPORT FOR 1917-18.

During the year, the executive staff of the Department was strengthened by the appointment of an additional Agricultural Inspector and some Fieldmen to every district. Some additional clerical establishment was also sanctioned for the offices of the Director and his subordinates. Government agree that the work of the Department is to a certain extent hampered by shortage of staff as the number of trained men available falls far short of actual requirements. The question of the improvement of agricultural education and training in all the grades as a whole is engaging the attention of Government. The Director is requested to make a special effort to increase the number of men trained in the various agricultural schools and colleges every year so that there may be no difficulty in expanding the Department gradually as work develops and to provide a sufficient reserve of men who would take to agriculture as their main occupation.

Tours.—The Director was on tour for 115 days. He attended the meetings of the Board of Agriculture in Poona and presided over the Agricultural Section of the Science Congress at Lahore. He was also specially deputed to visit and study the working of the Farm at Lyallpur and the Sugar Factory at Nellikuppam, the latter with special reference to the scheme of establishing a sugar factory under the Krishnarajasagara which is under the active consideration of Government.

The Deputy and Assistant Directors toured for 126 and 195 days, respectively, as against 158 and 231 days during the previous year.

Agricultural Section, Experimental Work.—All the experimental work in agriculture was conducted on the several farms. As usual the bulk of the investigation was carried on in the Agricultural Farm at Hebbal.

The experiments with ragi in the Hebbal Farm have been almost completed and the results will be made available in the form of a bulletin to the public. The Department is engaged in ascertaining the best manure for paddy. Experiments with artificial fertilisers have proved successful, while a mixture of bonemeal and oil cake is becoming popular though slowly. Government trust that the question of supplying manure for paddy will be taken up with the same vigour and earnestness as in the case of sugar-cane, especially in view of the attempts that are now being made to increase the production of food-stuffs in the State. The testing of sugar-cane variety as regards the yield is being continued. The red Mauritius variety has given the heaviest yield and is becoming popular as it can better withstand varying conditions.

The most noticeable feature of work done in the Marthur Farm is the construction of a new type of seed-bin to store paddy and horse gram and a new drier to dry arecanut, which has been designed and built on the model of an imported drier.

Experiments with cotton were not quite successful in the Babbur Farm owing to deficient rainfall during the year. The jaggory boiling experiments were conducted though not very regularly owing to shortage of labour. The cost of recovering jaggory is, however, reported to have worked out at 4 annas and 6 pies per maund.

Work has not yet been started in the Nagenahalli Farm, partly owing to incomplete arrangements about supply of irrigational facilities and mainly owing to dearth of labour.

Government consider that much more concentration of efforts on the Babbur and the Nagenahalli Farms is necessary in the future if the farms are to attain even partially the objects with which they have been started. The Nagenahalli Farm, in particular, requires special attention if it is to be of use in the development of sugar-cane cultivation under the Krishnarajasagara by the demonstration and popularisation of improved methods of sugar-cane cultivation.

Demonstration and Popularisation Work.—Demonstration and popularisation work was continued on a large scale. At the request of owners of estates, the officers of the Department visited as many as 269 estates and gave advice to the owners. The vexed question of extending sugar-cane cultivation under the Mavatoor tank, which offers an unlimited scope for development work, was examined and Government hope that with the co-ordinated efforts of the Revenue and the Agricultural Departments, the progress in the next few years will be substantial. The demand for improved implements has been growing, the Kolar Mission plough in particular being very popular. There were two implements and seed depots in every district except Kolar. The total value of agricultural machinery sold during the year was Rs. 36,100 as against Rs. 30,076 in the previous year.

The Director estimates that as a result of better method of dry farming with improved implements, the increased revenue to raiyats has amounted to nearly Rs. 50,000, while better cultivation of sugar-cane with oil cake manure, of which seven hundred tons were sold during the year, has given an extra revenue of more than a lakh of rupees. The net increase in the value of agricultural production on account of various improvements introduced is put down approximately at nearly Rs. 2,00,000. While Government consider this satisfactory so far as it goes, they by no means think that the increase is commensurate with the amount of energy and expenditure extended, while it is in no way proportionate to the increase of 40 per cent in the total production during the next ten years forecasted by the Director in his note submitted to the Economic Conference last year

Government notice that the Director has paid special attention during the year to the cultivation of Indigo and is of opinion that its cultivation is worth reviving. As the question particularly affects the dyeing industry in the State, inasmuch as there will be a considerable deficiency in the supply of dye-stuffs for some years even after the cessation of hostilities, Government trust that the department will vigorously follow up the attempts now made till some practical conclusions are reached and the indigo industry is placed on a profitable working basis.

The distribution of improved strains of ragi seed and sugar-cane sets with the help of the several agricultural associations has been extended. Government have sanctioned the establishment of two gins on the Babbur Farm for distribution of better varieties of cotton seed for sowing purposes.

In view of the difficulty of getting agricultural machinery from abroad, attention is being paid to evolve machinery best suited to local conditions and to manufacture the same locally by bringing into existence a factory in charge of a competent mechanic.

Agricultural Engineering.—The Agricultural Engineer was in charge of various building works in connection with the several experimental farms and erection of the jaggory boiling and pumping machinery. He is now engaged in carrying out a scheme of drainage from the wet area of the Babbur Farm.

Farming.—The farm at Hebbal was run on the same lines as before. Outfits were popularised and several such, of the value of Rs. 2,394 were sold to private parties. The Director has given no data to show that the farm has been a success from the commercial point of view and he also leaves the question moot whether such farms run on a large scale, on the lines adopted, can hope to produce products at a cost well within the reach of all classes. In view of the large number of private farms proposed to be started, for which Government aid is sought, Government hope that more attention will be given to this subject in the coming year and the financial results published for the information of the general public.

Scientific Section.—Much research work of a valuable character was carried out in the scientific sections of the department in respect of the spike on sandal, liming the juice in jaggory boiling, Koleroga of arecanut, black rot on coffee and other crop pests. Two hoblis were brought under the operation of the Mysore Pest Regulation but it is extremely satisfactory to note that there was no necessity to make use of the penal provision of the Regulation as the raiyats readily co-operated in carrying out all that is expected of them. In the departmental laboratory, analyses were carried out in as many as 719 cases.

Agricultural Education.—In the final examination in the Hebbal School, out of 16 students that sat for it, 11 passed, of which 6 did so with distinction. At the commencement of the new year there were 17 students in the senior class and 20 in the junior. The reason for only 20 students out of 47 selected, seeking admission into the junior class is not explained, especially with the large inducements in the form of scholarships available. It behoves the District Committees of the Economic Conference to select, with the co-operation of leading gentlemen in the districts, young men with capacity and aptitude and to encourage them to undergo training in the school. Many improvements have been carried out in connection with the school and the farm during the year, of which mention may be made, such as the starting of a school library, the supply of water to the hostel, and a building for the Veterinary Hospital. It is gratifying to note that the students of the school are conducting a Night School for the benefit of the farm labourers.

The Chikkanahalli Agricultural School is reported to be doing good work with 11 students on the roll, all sons of practical farmers and while some are in receipt of stipends provided by the Taluk Progress Committees. The school is serving as a useful demonstration centre, in popularising improved methods and creating a demand for improved implements, etc. Eight students passed the final examination held during the year.

Government in their last year's review referred to the need for an extension of the scheme of rural agricultural instruction but they regret to note that the progress during the year has not been satisfactory. The Inspector-General of Education has since submitted a modified scheme which is under the consideration of Government and as soon as orders are passed thereon, Government trust that both the Education and the Agricultural Departments will co-operate with one another and co-ordinate their efforts in order to make the scheme a success.

The Director reports that for want of accommodation no action has as yet been taken in the matter of instituting the vernacular course of instruction in the Hebbal School. This is to be regretted especially as Government have already authorised the construction of temporary structures of an inexpensive nature for the purpose, pending permanent extension of the present school building and the longer the course is delayed the greater will be the difficulty in meeting the need of the rural agricultural population.

Agricultural Statistics and Dissemination of Information.—Apart from carrying out certain crop cutting experiments, no work of any importance has been done in respect of collecting and publishing useful statistics of agricultural production, etc. It is moreover not clear whether the results of the crop cutting experiments have been published. The Director's attention is again invited to the observations of Government in paragraph 9 of last year's review regarding the preparation of estimates of production and a programme of development for each taluk area. The Department issued 13 publications during the year, the more important of them being notes on sugarcane and agricultural education and a manual of the Department of Agriculture.

Conclusion.—In concluding this review, Government desire to suggest that in preparing future annual reports each section of the report may be prefaced with a brief account of the outstanding results achieved during the year, which may be followed by the details of work done in the divisions and districts. This will enable the lay public to focus its attention on the definite results of the work of the Department and the more important improvements, and methods which the Department is in a position to recommend for adoption by the people, as a result of the year's working and experiments.

The report under review gives evidence of an all-round progress in the work of the Department and the thanks of Government are due to the Director, Dr. Coleman and his staff for the efficient manner in which the operations of the Department have been carried out during the year.

G. O. No. 5900-50—A. & E. 63-18-4, dated 28th December 1918.

PUBLIC WORKS.

Bangalore City Water-Supply.

FORMATION OF A SPECIAL RANGE.

At present, the Bangalore Water-Supply system consists of the following three separate units under the control of the Executive Engineer, Water-Supply Division :—

(1) Pumping Station at Soldevanhalli.	In charge of a Superintendent.
(2) Combined Jewel Filters at Bangalore.	In charge of a Chief Operator.
(3) Bangalore City Distribution.	In charge of a Superintendent.

To co-ordinate the work of the three different branches and to secure effective control, the Public Works Secretary has submitted proposals for the formation of a Range, whereby one officer can be made responsible for the whole system.

Owing to the expansion of the City, the work and the attendant responsibilities have increased and the Executive Engineer, Water-Supply Division, is not able to give them either the time or the attention they require.

In these circumstances, the constitution of a Range for the Bangalore City Water-Supply in charge of an Engineer Officer is sanctioned.

Government trust that the formation of the Range will improve efficiency in working.

G. O. No. P. W. 2571-4—E. 13096-9, dated 21st November 1918.

Irrigation Works.

CONSTITUTION OF A CENTRAL IRRIGATION BOARD.

The Government have had under consideration for some time past the question of organising a suitable agency for dealing satisfactorily with irrigational matters which often involve consultation with, and concerted action on the part of, more than one department. The question was discussed at the last meeting of Deputy Commissioners and select Heads of Departments during the Birthday week, when it was resolved that a Central Committee should be appointed consisting of responsible officers of the Departments concerned, as well as of such representatives of the people as may be deemed necessary.

Government are accordingly pleased to direct that a Central Irrigation Board be constituted as follows:—

PRESIDENT.

The Chief Engineer.

ORDINARY MEMBERS.

The Revenue Commissioner in Mysore.
The Revenue Secretary to Government.

OCCASIONAL MEMBERS.

The Board shall have power to co-opt the Superintendent, Revenue Survey and Settlement, the Director of Agriculture and any Deputy Commissioner, whenever necessary, and also non-official gentlemen, as occasional members for particular irrigation areas.

SECRETARY.

The Executive Engineer, Special Irrigation Division.

The principal duties of the Board will be:—

(1) To meet periodically to discuss questions relating to the construction, maintenance and development of irrigation works in general.
(2) To suggest modifications in the existing rules or procedure with a view to secure satisfactory progress; and
(3) Generally, to advise Government in regard to measures necessary for increasing and developing irrigation works, improving irrigation methods and practices and training cultivators in such improved methods and practices throughout the State.

The Board may meet once in two months, or oftener, as may be necessary. The proceedings of the meeting should be reported to Government in the Public Works Department within a fortnight of the date of the meeting, a copy being also forwarded to the Revenue Secretary.

Heads of Departments, the Deputy Commissioners of Districts and other officers concerned are requested to co-operate with the Central Irrigation Board so as to make its work productive of the best results.

G. O. No. R. 7462-514—L. R. 249-18-1, dated 16th December 1918.

LOCAL SELF-GOVERNMENT.

◆

Mysore City Municipality.

◆

Review of the Annual Report for 1917-18.

Constitution.—The ten additional members who were duly returned at the bye-elections of the previous year took their seats on the Municipal Council during the year under review, the strength of the Municipal Council being thus 30 as against 20 of the previous year, with an elected majority of 2 to 1.

The Council underwent a further change during the latter part of the year when the official President was replaced by a non-official President, Rajasabhabhushana Dewan Bahadur Mr. C. Srikantesvara Aiyar having been appointed to the place in March 1918. The Municipal Council were also given the privilege of electing their Vice-President.

Meetings and Attendance.—The Municipal Council held twenty-eight meetings in all, of which five were special meetings. The average attendance was generally satisfactory though there is still scope for improvement in the attendance of official members.

Committees.—There were eight Committees working during the year including the Managing Committee and of these only five seem to have met regularly for the conduct of business referred to them. It is observed that in none of the Committees except the School Committee have non-councillors been included. The Municipal Council might avail themselves more largely of the provisions under Section 31 of the Municipal Regulation and secure the co-operation of as large a body of non-councillors as possible for work on these Committees.

Demand, Collection and Balance.—Collection work during the year showed an improvement over that of the previous year. Out of the arrears of Rs. 18,645 under all items of taxation except octroi and tolls, Rs. 1,914 was remitted and Rs. 9,924 or 53 per cent was collected against 32 per cent in 1916-17. Out of the demand of Rs. 60,239 under current taxes, a sum of Rs. 8,614 or 14 per cent was left uncollected against 18 per cent in the previous year. In view of the revision of establishments recently sanctioned, it should now be possible for the Municipal Council to make efficient arrangements for further improving the work of collection and reducing the arrears.

Finance.—The income and expenditure under service heads during the year amounted to Rs. 2,32,728 and Rs. 2,23,144 against

Rs. 2,11,525 and Rs. 2,02,837, respectively, in the previous year. The increase in the receipts is chiefly due to adjustment of arrears of contributions due from Government. The increase under expenditure is attributed to the larger outlay on Public Works, both original and repairs. The closing balance at the end of the year was only Rs. 14,126, exclusive of the fixed deposit of Rs. 53,005 in the Mysore Bank, against the prescribed minimum of Rs. 20,000. The President is requested to adjust the fixed deposit so as to have the prescribed minimum balance at least in the current account of the Municipality.

Conservancy.—The proposal to introduce daily conservancy system to the whole city is reported to be set with many difficulties, chief of them being the lack of accessibility to the pit privies, insufficiency of water-supply and incompletion of sewerage works. Provision of conservancy lanes, wherever necessary, and the extension of the trenching system now being tried should be proceeded with as rapidly as possible.

The Sewage Farm.—The sewage farm with an extent of 143 acres was transferred to the Municipality from the Trust Board for management. Government await the results of the working of the farm.

Public Health and Vital Statistics.—The year was comparatively free from plague and the public health was generally good except for the prevalence of cholera during intervals in a more or less severe form. The total number of births and deaths was 2,204 and 2,446 against 2,467 and 3,153, respectively, in the previous year. Infant mortality was so high as 186·08 for 1,000 births and calls for prompt remedial measures. The increased employment of midwives, the appointment of Lady Health Visitors and the bringing of medical assistance within reach of the people deserve to be considered by the Municipal Council in this connection. Greater attention should also be paid to vaccination work.

Avenues.—The maintenance of the avenues in the Municipality received due attention of the Municipal Council and a sum of Rs. 2,649 was set apart during the year for replacing vacancies and planting seedlings.

Public Instruction.—Orders regarding the maintenance of compulsory primary schools from the Municipal Funds, and the transfer of Municipal Girls' Schools to the Education Department were passed but they were not given effect to during the year. The total expenditure incurred on account of education amounted to Rs. 8,494 against Rs. 7,511 in 1916-17.

General.—The revision of a portion of the Municipal establishment at an additional cost of Rs. 4,362 was sanctioned during the year and it is satisfactory to note that as a result of this, an improvement in the collection work of the Municipality is noticeable. Orders have recently been passed revising the scale of pay of the remaining establishments of the Municipal Council at a cost of Rs. 2,237. Greater efficiency in the executive and office work of the Municipality will, it is hoped, be possible in the administration of the current year.

Government note with satisfaction that the administration of the Municipality continued, on the whole, to be satisfactory, and they desire to record their appreciation of the services rendered by the non-official members.

G. O. No. 7659—Ml. 79-18-19, dated 18th December 1918.

MISCELLANEOUS.

The Public Service.

RULE RESTRICTING APPOINTMENTS TO NATIVES OF MYSORE.

Government have laid down in the case of some of the departments in the State that recruitment shall be confined to natives of Mysore as far as possible. They are now pleased to prescribe as a general rule for all departments and all grades of the service that only natives of Mysore by birth or domicile should be entertained in future, whether for permanent or temporary appointments in the superior service and that where it is found necessary to appoint any person other than a native of Mysore, the matter should be reported to Government and their sanction obtained. Recommendations for the entertainment of non-Mysoreans in the State service should be accompanied by a full statement of reasons and a certificate that no qualified subject of His Highness the Maharaja of Mysore was available for the post though the vacancy had been duly advertised.

By the term "Native of Mysore by domicile" shall be understood a person who has voluntarily fixed the habitation of himself and his family in the Mysore State, not for a mere special or temporary purpose, but with the present intention of making it his permanent home. A continued residence for five years shall be *prima facie* evidence of his having acquired a domicile.

In order to ensure that due attention is paid to these instructions, drawers of salary bills of establishments will be required to affix the following certificate in addition to the one prescribed in Clerkship Rules and Government Order No. 464-513—E. A. G. 276, dated 5th August 1918.

"I also certify that no appointments have been made otherwise than under the provisions contained in Government Order No. 1270-1320—E. A. G. 317, dated 7th November 1918."

G. O. No. 1270-1320—E. A. G. 317, dated 7th November 1918.

The Representative Assembly.

REDUCTION OF QUORUM IN THE CASE OF DISTRICT BOARDS.

The question of reducing the quorum for meetings held by District Boards and Municipalities to elect members for the Representative Assembly, which is now three-fourths of the number of non-official members of these bodies, has been before Government on several occasions; and Government on those occasions deemed it unnecessary to reduce the quorum required under existing rules.

In view, however, of the frequent representations that have been made on the subject there is reason to think that the limit is too high in the case of District Boards as members have to come from long distances to exercise the right of voting, and Government are therefore pleased to reduce the quorum in the case of these bodies from three-fourths to six-tenths of the number of non-official members on them. As regards Municipalities, they consider that no relaxation of the rules is necessary.

G. O. No. G. 10065-125—R. A.—5-18-2, dated 2nd December 1918.

Provincial Collection of Books registered in the State.

Government consider that the books delivered under Sections 9 (*a*) and 11 of the Press and Registration of Books Act, XXV of 1867, by the publishers in the State may, with advantage, be made use of for the purpose of maintaining a provincial collection and making them accessible to the public for perusal.

To ensure this object, Government are pleased to lay down the following instructions:—

(*a*) The Registrar of Authorised Publications in Mysore should examine the said books as they are received, retain such of them as may be required for the use of Government and such as are considered unsuitable for public perusal and send a copy each of the rest to the Public Library at Bangalore.

(*b*) The Secretary to the Mysore Economic Conference is requested to issue necessary instructions to the officer in charge of the Public Library at Bangalore to properly catalogue the books sent to the Library and preserve them carefully.

(*c*) The Registrar of Authorised Publications should at the end of each year submit to Government a report as to the action taken by him in this respect.

G. O. No. G. 10690-750—G. M. 600-17-6, dated 6th December 1918.

Clerkship Rules.

Government are pleased to direct that persons who have passed the Commercial examinations (Elementary grade) of the Mysore Government in any two of the following subjects, *viz.*, (1) Correspondence and Office Routine, (2) Book-keeping, (3) Short-hand and (4) Type-writing, shall be eligible for appointment to posts carrying a pay of less than Rs. 25 and those who have passed the Intermediate grade in any two of such subjects shall be qualified for higher posts in the clerical service.

Clauses 1 and 2 of the Clerkship Rules will be amended accordingly as indicated below:—

"1. No person shall be eligible for appointment or promotion to a post carrying a pay of less than Rs. 25 per mensem but classed as superior in the Mysore Service Regulations, unless he has passed the Lower Secondary or any two of the Mysore Government Commercial examinations of the Elementary grade in (1) Correspondence and Office Routine, (2) Book-keeping, (3) Short-hand and (4) Typewriting, and the Clerkship Examination (Lower), and unless the officer appointing him is satisfied as to his ability to read and write Kannada with facility.

"2. No person shall be eligible for appointment or promotion to a post carrying Rs. 25 per mensem and upwards unless he has passed the Matriculation Examination of an Indian University, or any two of the Commercial examinations referred to in clause (1) in the Intermediate grade, or obtained the completed Secondary School-Leaving Certificate and has passed in addition the Clerkship Examination (Higher)."

Note to Rules 1 and 2.

(i) In exceptional and deserving cases, Government may exempt officials from passing the examinations required by these rules.

(ii) The Clerkship Examination is not compulsory in the case of officials in permanent Government employment on the 24th November 1916.

G. O. No. 1811-1860—E. A. G. 307, dated 16th December 1918.

Influenza Epidemic.

CONCESSIONS TO GOVERNMENT SERVANTS REGARDING LEAVE.

Government are pleased to grant the following concessions in respect of all leave necessitated by the Influenza epidemic taken up to the end of December 1918.

(*a*) *Casual leave*, to the extent at credit may be granted without the seven day limit under Article 158, Mysore Service Regulations, etc., and without restrictions as to combination with other leave.

(*b*) *Privilege leave*, to the extent at credit may be granted without the restriction of six months' interval (*vide* Article, 172, Mysore Service Regulations) either in regard to privilege leave taken in the past or taken in the future.

(*c*) If a person has not privilege leave at credit, leave up to one month may be granted, such leave being counted against privilege leave to be earned after return to duty.

(*d*) *Any other leave*, such as leave on medical certificate, leave on private affairs, or furlough granted when casual leave and privilege leave as above have been exhausted, will be under the ordinary rules of the Mysore Service Regulations.

G. O. No. Fl. 3028-77—G. F. 112-18-5, dated 21st December 1918.

Office Libraries.

RULES REGARDING THEIR EQUIPMENT AND MANAGEMENT.

The existing rules for the control of office libraries (Government Orders Nos. 11016—G. 218, dated 30th January 1877 and G. 5203-51—E. A. 4-14, dated 23rd November 1914) aim at preventing the loss of books through dishonesty and carelessness but do not lay down any arrangements for ensuring the systematic equipment and co-ordinated working of such libraries. There is also a certain amount of exclusiveness in lending out books from office libraries which detracts from their usefulness.

The attention of Government was called to the necessity of effecting an improvement in these and other respects and the question was referred to a Committee constituted under the Organization and Development scheme. The recommendations of the Committee have been circulated to Heads of Departments for opinion and the question has now come up for the orders of Government. After considering all the views on record, Government direct that the arrangements detailed below should be followed in regard to the management of libraries in Government offices.

There will be three classes of libraries, *viz.*,

(1) Ordinary Office Libraries.
(2) Special Departmental Libraries, and
(3) A Central Library.

The ordinary office libraries will contain Codes, Regulations, Manuals and other books required for constant reference in an office. The management of these libraries will rest, as heretofore, with the heads of the offices concerned. A standard list of books required for different classes of offices should be drawn up and maintained by the Heads of Departments concerned, for reference and guidance.

The second class of libraries contemplated in these arrangements are termed Special Departmental Libraries. These will contain reference books and general treatises, reports and periodical publications bearing on the technique and administration of the respective departments and in particular, publications relating to similar departments in other parts of India and in other countries of the world. Such libraries should be opened in the offices of all Heads of Departments. The Medical Department Library, however, will be located in the Victoria Hospital, Bangalore. They will be under the control of the Head of Department concerned, with a subordinate officer or committees of such officers in direct charge. It will be the duty of this officer or committee to get up-to-date catalogues and bibliographies and recommend a judicious selection of books to be purchased. The officer in charge should also see that requisitions for the loan of books are promptly complied with, that books lent out are quickly returned, that useless and obsolete books are periodically eliminated and generally that the library arrangements are efficient.

Some of the Heads of Departments have not furnished definite proposals as to the initial and recurring allotment of funds required to equip and maintain the libraries in the manner proposed. The existing allotments, with the additional funds recently sanctioned in some cases, if judiciously applied, should go a long way in improving the libraries. If any additional allotments are required, separate proposals may be submitted for the same, with a statement of requirements and suggestions regarding the source from which the additional expenditure may be met.

The General Library of the Secretariat will be amalgamated with the Legislative Library and constituted into a Central Library and an attempt will be made to obtain for the library as complete a collection as possible of blue books, reports and general treatises dealing with the different branches of the public administration. The library will be under the control of the Chief Secretary who will be assisted in its management by a Committee of Secretariat Officers.

A Library Committee composed of the officers noted in the margin will be appointed to advise the officers of the several departments on questions of efficient organization and administration of libraries. The Committee will see that the special libraries are properly organized and worked in co-ordination and in order to enable it to do this, a list of the books purchased for the several departmental libraries and important changes made in library arrangements should be communicated to the Committee.

The Financial Secretary (Chairman)
The Revenue Commissioner.
The Inspector-General of Education.
The Chief Secretary to Government.
The Comptroller to Government.
The Secretary, Economic Conference.
The Librarian of the Mysore University.
Mr. C. Hayavadana Rao.
Mr. C. Nagappa.

The Special Libraries and the Central Library (Secretariat Library) will be open to all officers, whether belonging to the departments concerned or not, and also to the members of the public approved by the officers in charge of the libraries. Books of these libraries should not however be lent out to other than departmental officers. If necessary, they should be sent by post to such officers in the mofussil. Other officers and non-official gentlemen should be allowed to make use of the books on the library premises.

The library catalogue should be maintained up-to-date and a list of new acquisitions to these libraries should be sent every quarter to all officers of the department and also to other officers and non-official gentlemen who may register their names for the purpose. Duplicate copies of important books of frequent reference should be purchased and all facilities should, as far as possible, be provided to encourage the use of the libraries.

A paragraph should be added in the annual administration reports of the several departments regarding the condition and working of the office libraries under their control.

G. O. No. 1545-1594—E. A. G. 84, dated 25th November 1918.

Armistice Celebrations in the State.

It is the desire of the Government of His Highness the Maharaja that the Armistice should be celebrated in a fitting manner throughout the State and they are accordingly pleased to suggest that the same may take the following shape :—

(1) Local bodies and public-spirited individuals should be encouraged to celebrate the occasion by feeding the poor, organising athletic sports and fetes for children, doing honor to soldiers wounded or otherwise who have served at the front.

(2) Special thanks-giving services and *poojas* should be arranged to be held in all temples and mosques.

(3) Decorations of dwellings and shops with flags, etc., and by illumination should be encouraged.

(4) Arrangements for the decoration and illumination of the more important Government Offices should also be made.

(5) Arrangements should be made for the march of the I. S. Troops and Infantry stationed in Bangalore and Mysore in the principal public streets with bands and colors.

(6) Bhajanas and other musical processions should be organised and made to pass through the principal streets of the localities concerned.

(7) In the evening, a mass meeting may be held at which suitable speeches befitting the occassion may be delivered, and the events closed by a volley of fireworks, wherever possible.

To meet the cost of the celebrations referred to above, the following amounts are sanctioned from State Funds to supplement any sums that may be raised by voluntary subscriptions and grants from Municipal Funds :—

	Rs.
Bangalore District (except Bangalore City) ...	1,000
Bangalore City	3,000
Mysore District (except Mysore City) ...	750
Mysore City	1,500
Shimoga District	500
Kolar do	500
Tumkur do	500
Hassan do	500
Chitaldrug do	500
Kadur do	500
Total ...	9,250

The allotments made by the District Headquarter Municipalities for the coronation celebration of 1911 are noted in the margin, and in case the Boards are agreeable, amount not exceeding the same may be sanctioned on the present occasion also. In the case of Minor Municipalities grants not exceeding Rs. 40 from each may be recommended.

	Rs.
Bangalore City ...	3,000
Kolar ...	200
Tumkur ...	500
Mysore ...	2,000
Hassan ...	400
Shimoga ...	200
Chikmagalur ...	500
Chitaldrug ...	200

In addition to the above, a sum of Rs. 100 each for the districts of Bangalore and Mysore and Rs. 50 each for the other districts will be placed at the disposal of the Deputy Commissioners through the Muzrai Superintendent to meet the expenses of the special prayers to be offered in all places of worship.

G.O. Nos. G. 8989-9002—P. P. 136-18-9 and G. 9698-712—P. P. 136-18-25, dated respectively 19th and 28th November 1918.

MISCELLANEOUS DEPARTMENTS.

Government Stationery Depot.

ANNUAL REVIEW FOR 1917-18.

The value of paper and other articles of stationery of Indian manufacture that were purchased for the Depot during the year under review was nearly double that of previous year, the increase being mainly due to the additional demands for paper for printing several office manuals and Mr. Datta's reports, while there was a slight fall from Rs. 84,695-5-3 to Rs. 83,115-13-8 in the value of English made articles.

As even during the year under review indents were not received in time from a large number of offices, there having been a delay of six months in some cases, Government are constrained to direct that no indents be received after the due date by the Superintendent without the express sanction of Government which will not be accorded except for very satisfactory reasons.

The total value of supplies made to the various departments during the year was Rs. 2,82,804-9-1 as against Rs. 2,79,543-1-4 in 1916-17.

G. O. No. G. 7358-418—P. & S. 28-18-3, dated 11th October 1918.

Government Press.

ANNUAL REVIEW FOR 1917-18.

One Thompson type casting machine at a cost of Rs. 6,978-11-0 was imported from America and installed in the Press and types valued at Rs. 5,075-4-5 were cast and taken to credit in the Press Stock.

The expenditure during the year amounted to Rs. 1,40,862-13-11 as against Rs. 1,55,631-8-0 in the previous year.

There was a general decrease in the out-turn of work in the composing, embossing, ruling, numbering and type casting departments and a slight increase in the printing, binding and perforating departments.

The General Educational School had only 44 pupils as against 59 in the previous year, but the Technical School had on its rolls the same number as in the previous year, *viz.*, 13. Out of 5 students that sat for the examination in elementary composing 3 were successful.

The number of units of overtime working during the year under review was 4,299 as against 1,826 in the previous year and the total out-turn consisted of 56,615 pica pages as against 57,133 in 1916-17.

G. O. No. G. 7419-479—P. & S. 26-18-3, dated 11th October 1918.

PART III.

Books, Pamphlets, etc., issued by Government Departments (Mysore).

The State Administration Report.

The Report on the Administration of the Mysore State for the year 1917-18 was issued during the quarter. It is priced one rupee per copy.

The following is a brief synopsis of the principal events referred to in the Report.

General.—Mysore and the European War.—The total free contribution made by the State towards the war expenses from the commencement, amounted to Rs. 72 lakhs and the total subscriptions of the Mysore State including the Civil and Military Station, Bangalore, to the First and Second Indian War Loans, amounted to about Rs. 1,41,07,900 up to the 25th September 1918.

2. Two hundred and eight Military Officers, 1,067 Rank and File, 279 followers, 577 horses and ponies, 68 mules, 575 bullocks, 6 ambulance carts and 215 iron carts were on field service at the end of July 1918. The condition and the discipline of all the units were good and reports received from the field showed that the Imperial Service Troops maintained a high order of efficiency. The Imperial Service Lancers took part in the attack on Gaza in November 1917, and the conduct of the Regiment in the battle and the subsequent pursuit of the enemy was much appreciated. His Majesty the King Emperor was pleased to confer the rank of Lieutenant-Colonel (in the Army) on Colonel J. Desaraj Urs, C.I.E., M.V.O.

3. About 5,800 army blankets were supplied to the Indian Munitions Board on requisition.

4. Concessions to recruits to the army, such as free gift of land, free education to their children and the right to the benefits of the Military Settlement Scheme were offered.

5. *Important administrative measures.*—The following are the more important administrative measures introduced during the year:—

(1) the grant of the privilege of interpellation to the Representative Assembly and enlarging the electorate for the Assembly,

(2) modifying the Press law by making the holding of a *quasi*-judicial enquiry necessary before action is taken under the Press Regulation,

(3) a commencement in the separation of Judicial and Executive functions,

(4) the formation of a Finance Committee to go through the Draft Budget Estimates with an elected member from among the non-official additional members of the Legislative Council.

(5) the decision that the Economic Conference would be made permanent in some form or other.

(6) the temporary appointment of an officer to control the supply and the prices of certain commodities which had considerably risen in price—such as kerosine oil, rice, ragi and jola, and

(7) the releasing of one hundred and twenty-five thousand acres of Amrut Mahal kaval lands for cultivation.

6. *Seasonal conditions*—Though the rains were above the normal average, the seasonal conditions were not quite as favourable to agriculture as in the previous year and the outturn of important food crops was slightly less than in the previous year. The prices continued to be on the increase.

7. *Finance.*—Excluding the debt heads, the total revenue was about rupees 315 lakhs and the expenditure about rupees 326 lakhs. Excise, Registration and Stamp revenues showed an increase, while Land, Forest and Mining revenues showed a decrease. The total demand under Land Revenue, inclusive of arrears, was a little over rupees 124½ lakhs and nearly 87·8 per cent of the net demand was collected.

8. *Protection.*—Twelve Regulations were passed during the year. There was an increase of 6·8 per cent in civil litigation and 2·07 per cent in criminal offences. The strength of the Police force was increased and the Department was re-organised. The death rate increased from 16·63 per mille in the preceding year to 19·54 per mille during the year, the birth rate remaining nearly the same as in the previous year. The increase in the death rate was due to a widespread prevalence of cholera and fever. The Village Improvement Committees attended to sanitation in villages and the Malnad Improvement Committee to sanitation and water-supply in the Malnad. A whole-time Sanitary Commissioner was appointed for the State. The provisions of the Village Sanitation Regulation were introduced into 470 villages.

9. *Technical Departments.*—The Arsikere-Hassan-Mysore Railway and the Yesvanthapur-Bangalore portion of the Bangalore-Chikballapur Railway were opened during the year. Tht output of gold on the Kolar Gold Fields was less than in the previous year owing to the reduction of the tonnage of ore milled. The scheme for the economic utilization of the iron ore on the Bababudan Hills in the Kadur District matured and it was decided to start the manufacture of charcoal and pig iron. The Public Works Workshop at Bangalore was developed into a Central Industrial Workshop. The Sandal Oil Factories in Mysore and Bangalore and the Soap and the Weaving Factories in Bangalore worked at a profit. Kaolin deposits were located at several places. Schemes for the manufacture of lac-dye and sheet metal goods were sanctioned during the year.

10. *Progress, moral and material.*—Three classes of the Mysore University B.A. Course in the Government Colleges at Bangalore and

Mysore, the second year B.Sc. class at the Central College, Bangalore, and the first year B.A. class in the Maharani's College, Mysore, were opened during the year. A College of Engineering was organised at Bangalore. Instruction in Commerce course leading up to a degree was provided in the Maharaja's College, Mysore. The publication of the University Magazine was commenced.

11. The first examinations of the Mysore University for the B.A. degree were held during the year.

12. A special grant of Rs. 50,000 for the education of the depressed classes and a separate grant of Rs. 25,000 for buildings for Panchama schools were sanctioned. The percentage of pupils under instruction, to the total population of school-going age, rose from 38 to 41·4. The compulsory education of girls between the ages of 7 and 10 was introduced in the cities of Bangalore and Mysore and the compulsory education of boys was extended to 170 additional centres. The Scout Training scheme made good progress. Three English commercial classes were opened at three important centres. The distribution of improved agricultural implements, seeds and oil cakes (for manure) and the development of sericulture received special attention. The co-operative movement maintained its normal rate of progress and there was on an average 1 society for every 15 villages and for every 5,201 persons in the State. The Central Committees and the District and the Taluk Progress Committees of the Economic Conference did good work during the year.

13. *Local Self-Government.*—Necessary amendments were made to the Municipal and Local Boards Regulations providing for an elected majority on the local bodies and giving them greater control over the funds. The Bangalore and the Mysore City Municipalities were permitted to elect their Vice-Presidents from among the Councillors. Provision was also made for the constitution of Village Panchayets.

14. *Miscellaneous.*—The revision of the scales of income and expenditure of all the Muzrai institutions was systematically taken on hand.

The Mysore Recruitment Bulletin.

The last number of the Bulletin was issued during the current quarter and, as usual, it contains several illustrations. With the cessation of hostilities, the Bulletin will cease to be published in future.

The Mysore School and Scout Magazine.

The first number of the Magazine was issued. The chief object of this Magazine is "to enable the students to understand each other and to understand life and the world at large in so far as these could be comprehended by them at their stage of development." The scope of the Magazine is thus explained by the Inspector-General of Education in Mysore:—

"The Mysore School and Scout Magazine has been started not as an organ of the Education Department so much, but as an organ of the schools and scholars in the State through which boys might learn of the activities of their brothers in different localities and thus become united in a true comradeship based on knowledge, sympathy and the consciousness, fully lighted up; of being colleagues serving a common purpose, members leading a common life, fellow worshippers in one common temple, partners in one great spiritual concern. It will furnish a record of the various activities of the schools, of the literary and debating societies, foot ball, hockey, cricket and other teams, of the tours undertaken by students, of picnics, social gatherings and other functions held, of school celebrations and of all features that go to determine the complexion and constitution of school life in its sublime spiritual individuality. The names of students who distinguish themselves in any line of activity will be chronicled, which would not only be a source of satisfaction to themselves and their parents, but be a source of inspiration to the younger men who will in the coming years fill their places. Emulation will be stirred up, while jealousies will be allayed; there will result a competitive unity in growth displacing supine uniformity of stagnation."

The Magazine will be published monthly and throughout the school year. The subscription is rupee one per annum for students and Rs. two for others.

School of Agriculture, Hebbal.

The Calendar of the School for the year 1918-19 has been published. It gives a short account of the history of the school, school rules, courses of study, etc.

The Road Manual.

This Manual which has been issued by the Public Works Department, brings together, in a condensed form, the numerous circular letters, memoranda and pamphlets issued from time to time by the Central Office dealing with road administration, processes of road maintenance and repairs and duties and responsibilities of the establishment connected with it.

The Mysore Season and Crop Report, 1916-17.

The chief features of the statistics contained in this publication will be clear from the following review of the Revenue Commissioner.

PART I—AGRICULTURAL STATISTICS.

As compared with the figures for the previous year, there have been a large increase in the area under forests and a corresponding diminution in the extent of other lands not available for cultivation.

The total area under occupancy was 77,73,634 acres and very nearly 84 per cent of it was cultivated during the year under report. The net area cropped during 1916-17 was 1,54,317 acres more than that cropped during the previous year.

Irrigation.—There was an increase of about 27,000 acres in the area irrigated and it occurred mainly under Government tanks. Among the crops irrigated cereals and pulses had a marked increase in area during the year.

There was a general increase in the extent of cultivation under paddy, horsegram, Bengal gram and other pulses which led to an increase of 1,42,675 acres over that of the previous year in the total acreage under food grains and pulses. The increase in the area under paddy was most noticeable in the Kolar District being about 22 per cent and was next largest in Tumkur being about 15 per cent of the acreage in the previous year.

The area under ragi slightly decreased in the districts of Tumkur, Shimoga and Chitaldrug and slightly increased in the other districts and in the result the area for the entire State remained almost stationary.

Three lakhs, seventy-eight thousand, five hundred and fifty-two acres were cultivated with oil seeds during the year under review as against 3,41,556 during 1915-16. Among them gingelly was grown on a pretty large scale in the Mysore and Chitaldrug Districts and groundnut in the Tumkur, Chitaldrug and Kolar Districts. Out of a total acreage of 1,33,000 acres under castor, Chitaldrug District contributed 45,000 acres and Tumkur District 33,700.

Coriander was extensively cultivated in the Kadur District which claimed nearly three-fourths of the entire area under this crop in the State.

The area under sugar-cane increased by 12½ per cent. The increase though general was most marked in the Bangalore and Kolar Districts.

The total area under cotton increased by 31,734 acres, of which Chitaldrug District claimed nearly 30,000 acres.

The area under coffee showed a decrease both in the Hassan and Kadur Districts.

The areas under fodder crops, mango and potato were largest in the Bangalore District.

Tumkur District had the largest area under cocoanut and Kadur under areca.

Mulberry cultivation is reported from four districts but the largest areas were in the Bangalore and Mysore Districts.

The incidence of land revenue per head of population was Rs. 1-14-2 as against Rs. 1-13-8 in the year 1915-16.

PART II.—ESTIMATED OUT-TURN OF CERTAIN SELECTED CROPS.

Paddy.—The average outturn of the crop for the State during the current year was 9·8 annas in the rupee against 9·5 in the previous year. The district average was higher than the State average in the districts of Hassan, Tumkur, Kolar and Kadur, being 10·5, 10·4, 10·3 and 10·2 annas respectively. Sixteen-anna crops were reaped during the year in Chikballapur Taluk of the Kolar District and Jagalur Taluk of the Chitaldrug District. The lowest outturn reported is from the Dodballapur Taluk, Bangalore District, being only 5·3 annas.

Ragi.—There was a slight increase in the average outturn for the State under this crop over the last year's, *viz.*, from 9·3 to 9·6 annas. The yield was highest in the Kadur District, being 11·1 annas, while it was lowest in the Mysore District, being only 8 annas. sixteen anna crop was reaped in Chikballapur and Jagalur Taluks, and the outturn ranged between 13·5 and 15·5 annas in Maddagiri, Hole-Narsipur, Nanjangud, Nelamangala and Honnali Taluks. Hunsur Taluk in the Mysore District reported the lowest yield, *i.e.*, 4 anna crop. Srinivaspur, Pavagada and Manjarabad Taluks also fared badly, the yield ranging from 5 annas to 6 annas.

Horse-gram.—The State average under this crop was 8·9 annas, showing a very slight increase of 0·2 anna over the last year's yield. The highest yield was in the Kadur District, *viz.*, 12·3 annas and the lowest in the Kolar District, *viz.*, 7·4 annas.

The maximum outturn is reported from the Tarikere Taluk, being 14·5 annas. Channapatna, Koratagere and Hole-Narsipur Taluks also report the high outturns of 14·4, 14·2 and 14 annas respectively. Molakalmuru, Sagar and Manjarabad report the lowest outturn of only 4 annas in the rupee.

Cholum.—The average outturn for the State under cholum for the current year was 9·1 annas in the rupee, *i.e.*, about half an anna in the rupee less than in the previous year. The highest outturn was in the Kadur District, being 11·5 annas. In Kolar and Chitaldrug Districts, it was the lowest, *viz.*, 7·8 annas. The highest yield of 16 annas was obtained in Gundlupet Taluk of the Mysore District. Hole-Narsipur had a 15-anna crop. It was lowest, *i.e.*, 4 annas in the rupee, in Dodballapur, Tiptur, Chamrajnagar, Hosdurga and Molakalmuru Taluks and the Kumsi Sub-Taluk.

Sugar-cane.—The average outturn for the State under this crop for the current year was 10·7 annas, *i.e.*, about the same as in the previous year. Bangalore and Hassan Districts had the highest outturn, *i.e.*, 12·4 and 12·2, respectively, and Shimoga and Tumkur Districts the lowest, *i.e.*, 9·2 annas in the rupee.

Chikballapur of the Kolar District, Hole-Narsipur and Belur of Hassan, Pavagada of Tumkur and Davangere of Chitaldrug had the maximum outturn (16 anna crop), and Closepet Sub-Taluk, Mandya and Manjarabad Taluks had the poorest outturn, *viz.*, 6·9, 6·6 and 6·4 annas respectively.

PART III-A.—EXPORTS AND IMPORTS BY RAIL OF THE CHIEF AGRICULTURAL PRODUCTS.

The main articles of export are raw cotton, tanning barks, fresh fruit and vegetables, cocoanut, copra, coffee, grain and pulse, jowar and bajra, ragi, castor, gingelly, betel-nuts, cardamoms and unrefined sugar. The net balance, in favor of the Mysore State, derived from the transactions under these articles during 1916-17 was roughly 158 lakhs of rupees.

Paddy of the value of about 19 lakhs of rupees was also exported but this was more than counterbalanced by the import of rice of the value of about 42½ lakhs of rupees.

The other principal articles of import were wheat and wheat flour, tobacco and refined sugar which were responsible for a net balance of about 45 lakhs of rupees against the State.

Including all items, Mysore exported by rail agricultural products worth about 93 lakhs of rupees more than she imported. This does not, however, show the real balance of trade of Mysore as imports and exports of non-agricultural products by rail and imports and exports of all kinds of goods by road are omitted in these tables.

PART III-B—WHOLESALE PRICES OF SOME PRINCIPAL ARTICLES OF FOOD.

Rice (1st sort).—The price of rice (1st sort) as compared with the previous year, showed a slight fall in Bangalore and Mysore and somewhat more marked fall in Chitaldrug. It was stationary in Kolar and rose slightly in the other four districts. It was almost uniform throughout the year in Bangalore, Kolar, Shimoga and Kadur, but fluctuated slightly in the other districts. The maximum and minimum prices in the State were Rs. 20 per palla in the Kolar District and Rs. 14 per palla in the Hassan and Chitaldrug Districts, respectively.

Rice (2nd sort).—There was a marked fall in the price of rice (2nd sort) as compared with the previous year in Kolar and Chitaldrug Districts. There was a fall in Tumkur, Mysore, Hassan and Shimoga Districts also, though not very perceptible. In the other districts there was a slight rise. The maximum and minimum prices in the State were Rs. 16 per palla in the Hassan District during the 2nd fortnight of November 1916 and Rs. 12 per palla in the Kadur District in the month of July 1917, respectively.

Ragi.—There was no perceptible variation in the average price of ragi in any district, the difference in prices as compared with those in 1915-16, amounting to not more than a few annas. The minimum price for the State was Rs. 5 in the Shimoga District against Rs. 4, the minimum in the previous year.

Cholum.—Cholum is a staple crop only in the districts of Bangalore, Mysore, Shimoga and Chitaldrug and there was no perceptible variation in its price in any of those districts.

Bengal gram.—There was a general fall in the average price of Bengal gram. It was most marked in Tumkur and Chitaldrug. The maximum price for the State was Rs. 15 in Shimoga during the 1st fortnight of August 1917, against Rs. 17-8-0 in the same district during the corresponding fortnight of previous year.

Salt.—There was a general rise in the price of salt and it was most marked in Kolar (44 per cent), Shimoga (35 per cent) and Kadur (33 per cent). In Chitaldrug the price remained almost the same as in 1915-16.

PART IV—MONTHLY AND ANNUAL RAINFALL TABLES.

The average rainfall for the year 1916-17 was 45·74 inches, which was 7·18 inches more than in the previous year. The increase was general in almost all the taluks of the State. The rains in July, August, October and November 1916 were excessive in most parts of the State and brought a good supply of water to the tanks in all the districts. The mungar rains of April and May 1917 were poor and scanty. But the rainfall in June was good.

Publications of the Department of Agriculture.

Circular No. 22.—The drying of Arecanuts.
Bulletin. No 4.—Some scale insect pests of Coffee in South India

PART III—Extracts.

AGRICULTURE.

Agricultural Department.

GOVERNMENT RESOLUTION ON THE REPORT FOR 1917-18.

[**United Provinces.**]

Demonstration work.

There exists a vast field for the expansion of the demonstration work of the department. The Local Government has for some time past aimed at the establishment of at least one farm in each district, to be the focus of demonstrations and also for the local testing of the results obtained at the central research stations. Some progress was made in this direction by the establishment of new farms, partly with the money that was placed at the disposal of this Government out of the profits on the wheat transactions of the Government of India during the war. The staff was also strengthened by the creation of an additional post of Divisional Superintendent. Sir Harcourt Butler is earnestly desirous of a rapid dissemination among the agricultural classes of the knowledge and practice of improved methods of cultivation. With this view His Honour has already arranged for a very considerable expansion of the farm and fieldmen's staff during the next two years. Should financial considerations permit, he will be prepared to make further allotments of funds for this most useful object. He considers that there ought materially to be at least one farm in every tahsil. His Honour is convinced that this policy is essential for the agricultural as well as industrial development of the province. In this respect Sir Harcourt Butler has observed with great satisfaction that the Government is assured of genuine and enthusiastic co-operation on the part of the landed aristocracy of the province.

Distribution of seed, etc.

Mr. Hailey has given a full account of the increasingly heavy work that now falls on the Agricultural Department in connection with the supply of seed, manures, implements and other agricultural requisites. In the case of certain improved crops, *e.g.*, American cotton, agricultural officers have also to undertake the business of purchase from the growers and re-sale to consumers. These functions at present occupy much of the time of scientific officers which could be more appropriately devoted to research and demonstration. In the absence of private organizations the department must continue to undertake these operations. The Lieutenant-Governor, however, believes that with further development it will become difficult as well as uneconomical for a State department to perform these functions. His Honour has noticed that in other provinces co-operative societies are playing an increasingly important part in this branch of agricultural organization. In European countries also credit for the immense development that has taken place in this respect during the last few decades is due largely to the co-operative movement. The experience of the Agricultural Department has proved amply that the business is both safe and simple. It is also profitable. Sir Harcourt Butler trusts that the matter will receive the earnest attention of co-operative workers in this province also. It is possible that this type of business may provide an outlet for the surplus funds of the movement for which sound investments are not available at the moment in credit work.

Agricultural education.

The new courses at the Agricultural College at Cawnpore are steadily winning favour among the classes for whom they are primarily intended. The first batch of *alumni* from the four-years' course have all obtained suitable employment. The Lieutenant-Governor hopes that enlightened landlords who are now taking much interest in land improvement will see the advantage of giving their sons a good practical education of the type that is now obtainable at the College. His Honour has also decided to make a beginning in the matter of the provision of agricultural education of a less advanced type. A school will be started very soon in the Bulandshahr district for the practical education in agriculture of boys belonging to what may be called the yeomen class. Should the experiment prove successful and suitable arrangements can be made for efficient teachers, His Honour will be ready to open similar schools in other parts of the province.

As indicated above, the work of the Agricultural Department has already stimulated very considerable interest among the landed classes of the province. Missionary Societies are also participating in the movement. The betterment of the agriculture of the province is a matter of vital concern to the industrial and commercial community. Sir Harcourt Butler thinks it desirable to take full advantage of these circumstances. The department has now reached a stage when it is necessary that its relations with the general public should be intimate and harmonius. There is necessity for the creation of a machinery which will enable the officers of the department to obtain the advice and opinion of representatives of the classes directly interested in agricultural problems and to place before them at periodical intervals an account of the results achieved by the department.

CO-OPERATIVE SOCIETIES.

Government Resolution on the Report for 1917-18.

[Punjab.]

General.

During the year under review, while the co-operative movement has steadily pursued the policy of strengthening its foundations and consolidating its resources, there has also been a marked advance upon new and more ambitious fields of enterprise. The organisation of credit facilities has led by a natural sequence to the organised distribution of commodities. New societies have been formed for the production and disposal of such articles as American cotton, pure ghi and milk, while other societies have sought to circumvent the profiteer by organising with varying success the distribution of salt, oil, cloth, seed and fodder. A beginning has been made with cattle insurance, quinine has been dispensed on a large scale, progress has been made in the inculcation of improved agricultural methods, the co-operative spirit has invaded educational institutions, and last, but not least, appreciable assistance has been rendered both to the recruiting campaign and to the War Loan.

These new activities will in due course create new problems, of which many are as yet scarcely formulated, and none perhaps are solved. The interested opposition of money-lenders and middlemen is not to be overcome in a day, but the past history of the movement in this respect is a good augury for its future.

The year was not a favourable one for the cultivator as the autumn harvest was considerably and the spring harvest slightly below the average. The prices of produce however ruled high. His Honour is inclined to endorse the Financial Commissioner's view that too great a stress should not be laid on the small decrease in the amount of loans repaid to societies during the year, which Mr. Calvert regards as an indication of the small proprietor's inability to secure the full benefit of high prices. That the set-back compared with the previous year should have been so slight, is a striking proof of the high degree of protection against seasonal vicissitudes that co-operative credit in the Punjab has now achieved. There is also a gratifying reduction of 6 lakhs in the amount of external debt owed by primary societies. These results have only been attained by a thoroughgoing policy of reformation within the movement. The process of weeding out those members and societies whose failure to assimilate the true co-operative spirit has retarded general progress, has continued, and during the year no less than 5,500 members and 122 societies have been thus eliminated. This expulsion of the black sheep is now reported to be nearly complete. Steps are also being taken to diminish the predominance of a few shareholders, where this is found to conflict with the interests of the majority. The recognition of the principle that co-operative societies are intended for the benefit of all the members, and not for the payment of high dividends to a few, is leading to more restrictions in the distribution of profits and the devotion of accumulated reserves to reductions in the rate of interest. These measures, together with increased insistence on adequate security and the limitation of loans to the ascertained resources of members, cannot fail to bear fruit in the whole movement.

Agricultural co-operation.

Much attention is being paid to the education of the staff in a knowledge of co-operative and agricultural questions. It is perhaps unsafe to generalize regarding the qualifications which are most valuable for co-operative work. Tact and understanding are no less important than a knowledge of economic principles. The arrangements by which members of the staff are sent to Lyallpur for the Vernacular class in practical agriculture continue to give valuable results, and are now supplemented by visits to the Lyallpur and Gurdaspur Farms.

Disputes and litigation.

The number of defaulting members of societies against whom proceedings were brought in the Civil Courts was 11,783 or 1,000 less than last year, but applications for execution rose from 2,800 to 4,475. The arbitration procedure which was introduced in 1917 is said to have worked well, but the Registrar is of opinion that in execution proceedings there is great room for improvement. The latter subject is one of considerable difficulty, but, as remarked by the Financial Commissioner, the first step is to take up and bring to the notice of higher judicial authority specific cases in which the Civil Courts appear to have misunderstood, or misapplied the rules regarding execution of arbitration awards.

The dishonesty of bailiffs, however, is an evil which can only be combated by a rigorous determination on the part of all concerned to bring culprits to book, and His Honour agrees generally with Mr. Hallifox's observation that the responsibility for initiating proceedings against corrupt officials is one in which co-operative societies must share. He does not, however, interpret the Registrar's remarks to mean that he condones malpractices, but rather that the societies concerned find it difficult to combat and expose them.

Agricultural societies.

The net increase of 520 in the number of agricultural primary societies is highly satisfactory, the total now being 3,937 and the number of members 125,040. There has been a slight increase in share capital and in the sums on loan, while the loans repaid are slightly less. It would be interesting to know to what extent success has been achieved in combating the practice of making fictitious repayments by the taking of fresh loans. Without this key to the question, the figures of loans and repayments are apt to be somewhat misleading. The sums advanced by Government have been reduced from Rs. 52,766 to Rs. 17,252. The gross external debt has been reduced from 43 to 37 lakhs and the interest paid on this borrowed money represents a charge of only 3·6 per cent, on the total working capital of Rs. 137·4 lakhs.

Store societies.

Hitherto co-operative societies have rarely met with success in their management of the purchase and sale of commodities. The results of the past year are more encouraging. In the supply of salt they are estimated to have saved their members the handsome sum of Rs. 53,990, though it was of course the grant of priority concessions for its purchase that provided this opportunity. In the supply of seed and oil however without any outside assistance a saving of nearly Rs. 17,000 is estimated to have been effected. A new class of society is that which produces and sells its own goods. These number 34, all of which were inaugurated in the year under review. The most important are the 31 societies in Lyallpur and Shahpur which deal in American cotton and incidentally encourage improved agricultural methods and the use of pure seed. The marketing of produce is the proper province of co-operation rather than of the Agricultural Department, which only undertook it in the absence of any other agency capable of securing the grower the fair value of his produce. In the growth of this new development there appears to lie the hope of immense advantage to the peasantry of the province. Besides the distribution of seed and agricultural implements, in which many societies have taken part, a new departure during the year was a combination of societies in Gurdaspur for the storing of selected seed in a model godown which Government has offered to erect and lease to the societies with on option of purchase. From the storage of seed it is a short step to the storage of grain for sale under favourable market conditions, or to be held against seasons of scarcity. The extraordinary and to some extent unwarranted rise within recent months in prices of food-grains owing largely to the speculation and hoarding of combinations of middlemen who have secured most of the abundant stocks, would have been much less serious had the surplus stocks remained with the producer or with societies acting on his behalf, and the Lieutenant-Governor would be glad if the possibilities of such a development were carefully examined. Another interesting innovation that has taken root in the same district and also in Jullundur, is the vogue of demonstration plots owned and managed by enterprising members of co-operative societies, which reproduce on a smaller scale the features of the large demonstration farms. This useful method of propagating agricultural efficiency deserves the attention of the agricultural associations which have now been established in so many districts.

A quinquennial retrospect.

Sir Michael O'Dwyer has followed the progress of the co-operative movement as a potent lever for the uplift of the rural population with the keenest interest, and as his term of office is now coming to a close, it is interesting to pass in review the main features of the development of the past quinquennium as revealed by a comparison of the figures of 1913 with those contained in the present report. The total number of societies of all kinds was in July 1913, 2,815. By July 1918, it has risen to 4,028—an increase of nearly 42 per cent. The membership in the same period increased from 134,770 to 135,027, while that of primary agricultural societies actually fell from 129,662 to 125,040. This strikingly illustrates the policy of exclusion of undesirble elements which has been so steadily pursued. Working capital of all societies has increased during the period from Rs. 1,28,09,304 to Rs. 1,97,67,581, or 65 per cent that of Central Banks and Unions having nearly doubled. The paidup share capital of all societies which in 1913 stood at Rs. 28,14,225 has now grown to Rs. 60,38,221, and in the case of every type of society has more than doubled. The reserve funds of all societies have in the same period increased from Rs. 2,58,573 to no less than Rs. 35,80,559, primary agricultural societies alone having added 30 lakhs to their accumulated profits.

Turning to the staff employed in the supervision of the movement, the number of gazetted officers of Government has increased from two to four. The Inspectors in 1913, numbered 7 official and 3 honorary. They now number 22. Sub-Inspectors have increased from 30 to 118 (including 17 honorary). It the report of 1913, it was mentioned that the total cost to Government of the co-operative movement during the preceding year, (excluding the salary of the Registrar) had been Rs. 32,458. During the financial year ending March 1918, the cost to Government (excluding salaries of all the gazetted officers) amounted to Rs. 71,395.

The above survey clearly indicates that the increase in the resources of societies has outstripped the multiplication of their number and points convincingly to the conclusion that the average society at the present time possesses a strength and stability far exceeding that of five years ago. The steady assistance received from the various departments of Government and the increasing co-operation with the Agricultural department have been important factors in producing these results, and the Lieutenant-Governor is confident that the movement which is achieving so much for the welfare of the rural community will continue to receive every legitimate assistance in the further expansion that is now taking place.

Registrar's Report for 1917-18.

GOVERNMENT RESOLUTION.

[Central Provinces.]

The agricultural circumstances of the year, except in the rice tracts, were far from favourable and difficulties of finance unconnected with the outturn of the crops had also to be encountered. The Registrar and the Governor of the Co-operative Federation have, therefore, wisely treated the year more as a period of consolidation than of expansion. Although the total number of societies increased only from 3,614 to 3,727, these figures by no means represent the amount of real advance that has been made by the co-operative movement during the year. The Registrar has been careful not to register any society which he did not consider entirely sound, and 27 societies were liquidated after enquiries held under section 35 of the Act, as against only 3 in the previous year. In the early days of the movement, it was inevitable that a number of societies should be registered which were destined to turn out unsatisfactory, but with their growing experience the directors of the movement should, in future, be better able to foresee whether a society is likely to prove a success or not.

The Provinces are again faced with the prospect of an unfavourable agricultural year. It is, therefore, very satisfactory to read that the movement is well provided with fluid resources. The Committee on co-operation laid down on this account a standard of 33 per cent of all deposits falling due in the next twelve months for the Apex Bank and 50 per cent for the Central Banks. In these Provinces the Provincial Bank holds all the fluid resources, the Central Banks maintaining with it cash credits sufficient to cover a fixed percentage of their deposit liabilities, and at the close of the year under report the percentage was as high as 68 for the movement as a whole.

Annual Report for 1917-18.

GOVERNMENT RESOLUTION.

[Bengal.]

General.

The principal features of the year ending the 30th June 1918 are first a very marked extension of the machinery for organization and control, and second the strain which has been put upon societies by the low prices obtained by cultivators for their jute and rice. The total number of societies and members now stand at 3,643 and 162,986; and the working capital is rupees 1 crore, 19 lakhs.

Three Deputy Collectors chosen for their experience in co-operation were deputed during the year to assist the Registrar. The powers of a Registrar have been conferred upon them, and they have been entrusted with the supervision of definite areas within which they reside. The number of inspectors has been raised from 22 to 41, and a chief auditor and 14 auditors, the former partly and the latter wholly paid by contributions levied from societies, have been appointed. The inauguration of the Bengal Provincial Co-operative Federation and that of the Bengal Co-operative Organization Society also provide a notable addition to the means for encouraging and controlling the movement The Public Demands Recovery Amendment Act has provided improved facilities for liquidation. The Registrar's report contains evidence that the co-operative movement in Bengal stands in need of the most careful guidance by these new officers and organizations.

The Co-operative federation.

The Provincial Bank, or, more correctly, the Provincial Co-operative Federation, began its operations on the 1st April 1918. Its main object is to assist its member societies in obtaining funds from outside their areas; and within three months of its inauguration, 28 out of 52 Central Banks had joined. The depositors who had previously invested money in individual Central Banks have shown their appreciation of the improved security offered by the Federation, and Rs. 13 lakhs out of Rs. 20 lakhs thus invested have been transferred to it from individual banks at reduced rates of interest. The Federation has made a favourable start, and it affords excellent prospects for the economical utilization of surplus funds.

Agricultural societies.

There are now 3,374 agricultural societies, compared with 2,857 at the end of 1916-17 and 2,067 at the end of 1915-16. The number of members has increased by 13·1 per cent and is now 125,590, and the working capital by 20 per cent to Rs. 80½ lakhs. The increase in the inspecting staff is reported to have resulted in a decrease of the misdeeds of office-bearers; but the detailed classification of societies shows that there are still more than 400 societies which do not deserve the title of co-operative societies, and which must either mend their ways or be dissolved.

Non-agricultural societies.

Among non-agricultural societies the most interesting development is that of weaving societies to which the high prices of cloth have directed special attention. The number of these societies increased from 34 to 65; and towards the end of the year the Bankura District Industrial Co-operative Union was registered with the objects of financing the industrial societies in Bankura District, of supplying raw material and of helping in the disposal of produce. The report shows that no pains have been spared in the organization of these societies: but future prospects are uncertain, chiefly on account of the thriftless habits of the weavers. Fishermen's societies have increased from 16 to 25, but it has not yet been found possible to establish co-operative methods of fishing and disposal of fish. The six milk societies in Barasat subdivision which now send nine maunds of milk daily to Calcutta indicate one line of action in dealing with the difficult problem of milk supply in cities. The cost of management is high, and the most hopeful prospect of diminishing the cost is by combination among societies and the increase of their number. No relaxation of the methods adopted for ensuring purity of the supply should be allowed with a view to decreasing the cost of management.

The Bengal Co-operative Organization Society has been started with the object of developing general interest in co-operation. It has taken over the Co-operative Journal which is now shared with the province of Bihar and Orissa, and also publishes a monthly Bengali journal for the benefit of rural societies. A library has been opened, and a programme of public lectures has been arranged. The interest which this organization has evoked is only one out of many indications of the favourable attitude of the public towards the movement.

Registrar's Report for 1917-18.

GOVERNMENT RESOLUTION.

[Madras.]

Mr. Hemingway's interesting report is a record of continued progress in all directions. The number of societies increased by nearly 23 per cent, while the increases in the membership and working capital were respectively 17·1 and 14·6 per cent. The reserve fund shows an increase of about 23 per cent and the net profits increased by 67·6 per cent. The total deposits attracted by the societies amounted to Rs. 95·27 lakhs against 85·48 lakhs of rupees in 1916-17. Notable features of the year's working are (1) the organization of additional societies among the backward classes, (2) the development of supervision by local unions and (3) the increased interest shown in the joint purchase and sale of agricultural requirements. There was a satisfactory increase in the number of non-credit societies and the Government trust that this feature of the work of the department will continue to expand.

Six new central banks were opened during the year, and negotiations are in progress to open eight more central banks in the Ceded Districts, Chittoor, Guntur and Hosur. The number of credit societies, both agricultural and non-agricultural, continues to increase, and the figures for loans and deposits indicate steady development.

There was a marked improvement in the collection of principal and interest in the case of central banks but some falling off in the case of non-agricultural societies The agricultural societies showed some further improvement in collection but there are still large arrears. Certain badly-conducted societies are said to be responsible for most of the outstanding arrears. The attention of co-operators should be specially drawn to the necessity for prompt collection especially of current interest and principal, as so much of the success of the movement depends on this. The figures indicate that, when once arrears are allowed to accumulate, the difficulty of recovering lost ground is very great. The Governor in Council however believes that co-operators are alive to the dangers of unpunctuality and dilatoriness in collection and trusts that a greater improvement in collections will mark the progress of the movement in the current year.

The percentage of loans granted during the year on the mortgage of immovable property decreased slightly in both agricultural and non-agricultural societies, while those advanced on personal security increased in the case of the former and fell in the case of the latter. There was a steady increase in the percentage of loans disbursed for productive purposes in agricultural societies, but in non-agricultural societies there was a slight falling off in this respect as compared with the previous year and loans for non-productive purposes increased, a tendency which, as the Registrar's remarks indicate, should be kept in check.

Several interesting experiments were made by credit societies in non-credit work during the year; and the closer co-ordination which has now been reached between the co-operative, industrial and agricultural departments is a most satisfactory feature.

In the true interests of co-operation it is desirable that the aid of the non-official gentlemen should be enlisted throughout every village and town in the Presidency for starting, carrying on and managing co-operative institutions. By their public spirit in devoting themselves to this valuable work they can confer great and lasting benefit on their fellow countrymen.

Registrar's Report for 1917-18.

[Bihar and Orissa.]

Co-operation and Agriculture.

The intimate connection between co-operation and agriculture has been established beyond doubt. Agricultural reform is bound up with the success of co-operation and conversely the progress of co-operation depends on the introduction of agricultural improvements. Breeding bulls have been distributed to the various co-operative centres and a scheme for making each Guarantee Union a centre of improving the breed of cattle is under consideration. The idea is to eliminate all unsuitable bulls from the area and provide one or more good bulls and some better types of milch cows and shebuffaloes to the members in each area. I attach very great importance to this line of development, as a crying need of the country is the improvement of the village stock of cattle, for the purpose of improving the strain of milch cows as well as of draught cattle.

The future outlook.

The seeds of co-operation have found a congenial soil in India as the progress throughout the country will testify. But as yet there is no appreciable effect on the general indebtedness of the raiyats. Hitherto the results have been negative rather than positive and we have lessened their woe but scarcely added to their weal. We have succeeded in preventing some waste but have not been able to add much to their plenty. The time has now come when we should take up both the negative and the positive aspects of the problem. If the vital need of the raiyats was to save them from the grasping hand of the Mahajan, it is no less important to find out ways and means for improving the outturn of their lands both as regards quality and quantity and for obtaining better price for their raw produce. Having established co-operative methods by means of the credit societies we must pass on to newer and higher types. We have already begun by starting three agricultural supply societies for distributing improved seeds, manure and implements as well as for selling the agricultural produce for the members in the most favourable markets. We shall extend this line of development but we shall not stop there. We shall undertake the co-operative manufacture of the finished article, for that alone will give to the agriculturists the best value for their produce. I am thinking of co-operative mills in which the agriculturists themselves would constitute the largest membership and share in the profits. The mill will husk paddy, press oil, grind wheat and in time make jute cloth in jute areas. It will maintain a high standard of purity in the articles supplied to the public and will therefore be able to command a better price for their goods. Incidentally these mills will also facilitate the formation of co-operative stores and assure their success when formed, for our greatest drawback in the way of co-operative stores is the difficulty of obtaining unadulterated articles for the consumption of its members, an essential characteristic of such stores. I dealt with this matter in a recent article of the Co-operative Journal for Bengal, Bihar and Orissa (July number). For the benefit of those who may be interested, I reproduce the constitution of the proposed mill. It will have two kinds of shareholders—preference and ordinary. The preference shareholders will be the Zamindars and well-to-do residents of the sub-division and the ordinary shareholders will be members of co-operative societies. The mill will endeavour to enlist as members as many cultivators as possible of the locality it serves and collect all the raw materials (agricultural produce) available. The producers will immediately get the market price for their produce. The articles turned out by the mill will be sold at the best market. The bye-products, such as oil-cakes and bhusa (bran) will remain in the locality and be available for manure and fodder at reasonable rates. Bone crushing may also be undertaken for extending the use of bonemeal for manurial purposes. The profits, after the statutory allocation to reserve, will go to the payment of a moderate dividend on shares and will then be distributed in the shape of a bonus to the ordinary shareholders in proportion to the quantity of materials supplied by each. When the producers thus become partners in the mill and the middlemen are eliminated as far as possible, the venture must pay and I estimate that the cultivators will ultimately receive 25 per cent to 50 per cent better value for their produce than they get now. The consumers would also gain by receiving reliable and absolutely pure article for their money. In my opinion there is unlimited scope for such mills in India. The exploitation of the cultivators by the capitalist mill-owners for their own benefit will be discounted. The system under which capitalists on the one hand continue to earn enormous dividends and the cultivators on the other, struggle to maintain a precarious existence, failing not infrequently, to recover for their raw produce even the cost of cultivation, will be discredited altogether. Zamindars and raiyats will have something in which they could take common interest. Capital and labour will kiss each other, and all round it will infuse new life in the area and give an impetus to industrial activities of this kind which is so badly needed at the present time. This is not a dream. I have every hope of seeing it a reality in the near future.

EDUCATION.

Public Instruction in Madras.

ANNUAL REVIEW FOR 1917-18.

General statistics of progress.—Taking public and private institutions together, the number of institutions increased by 720 or 1·9 per cent and their strength by 35,527 or 2·1 per cent. In schools for Indians there was an accession of 4·1, 2·6 and 1·9 per cent, respectively, to the number of students receiving collegiate, secondary and elementary education.

Total expenditure.—The total expenditure during the year, direct and indirect, from all sources amounted to Rs. 226·4 lakhs, against Rs. 216·8 lakhs in the previous year. Of this sum, Provincial funds contributed Rs. 96·10 lakhs, Local and Municipal funds, Rs. 20·50 lakhs and fees and other sources Rs. 109·84 lakhs, the corresponding figures for the previous year being Rs. 95·21, Rs. 17·53 and Rs. 104·12 lakhs, respectively. The percentages of expenditure from public and private funds to the total outlay on education remained the same as last year, *viz.*, 52 and 48, respectively.

The total 'direct' expenditure advanced by nearly Rs. 4 lakhs and that classed as 'indirect' by about Rs. 6 lakhs. The expenditure on secondary and elementary schools from public funds amounted to Rs. 59·49 lakhs or Rs. 1·81 lakhs more than in the previous year and the major portion (Rs. 51·64 lakhs) of the expenditure was incurred on elementary schools. The grants-in-aid from Provincial funds to institutions under private management increased by Rs. ·61 lakh to Rs. 33·52 lakhs. There was a slight increase in the grants from Local funds, but those from municipal funds declined from Rs. ·60 lakh to Rs. ·56 lakh. The average annual cost of education per head of the population was as. 8-9 as against as. 8-4 in the previous year.

The Government are glad to note that the tutorial system is working satisfactorily.

Secondary and elementary education.—The number of secondary schools for boys increased by 10 and their strength by 4,165, or 3·05 per cent. The syllabus of studies for the Secondary School Leaving Certificate course was lightened during the year to enable students to devote more attention to the study of the vernacular and classical languages.

The number of elementary schools for boys increased by 981 or 3·39 per cent and their strength by 27,843 or 2·26 per cent. During the year, the Government sanctioned subsidies to local bodies to be utilized for opening 433 additional elementary schools for the benefit of all classes. With the aid of a portion of the Imperial grant of Rs. 4 lakhs received during the year, the minimum pay of trained teachers in boys' schools under public management was raised to Rs. 11 per mensem and the rates of teaching grants payable on behalf of trained teachers in elementary schools were also raised.

Special education.—The number of schools for special education rose from 270 to 286 and their strength from 12,761 to 14,066. Eight additional secondary training classes for masters were opened during the year, four of which were attached to secondary schools under private management, the cost being met from Government funds. The Government also sanctioned the raising of the status of three lower elementary training schools for masters to the higher elementary grade and the opening of two additional higher elementary training schools, one for masters and one for mistresses, and of a lower elementary training class for masters at Bhadrachalam.

The number of pupils on the rolls in the School of Arts increased by 17, but the strength of the School of Commerce fell by 16.

Female education.—There was a further satisfactory advance in the education of girls, the number of schools intended for them having increased by 153 and the total number of girls under instruction by 14,767. During the year, the Government sanctioned subsidies to local bodies for the opening of 244 additional girls' schools and for raising the minimum pay of teachers in girls' schools to Rs. 12 per mensem. The strength of the three Colleges for women rose from 151 to 195, of whom 108 were reading in the Queen Mary's College for Women.

Education of Muhammadans.—There was a further advance in the education of Muhammadans, the number of schools chiefly intended for them having risen by 43 and their strength by 2,207. The total number of Muhammadan pupils in public secondary schools for Indians increased from 7,088 to 7,443. The Government sanctioned during the year subsidies to local bodies for the opening of 47 additional elementary schools for Muhammadan boys.

Education of Panchamas.—The number and strength of institutions chiefly intended for Panchamas increased by 123 and 6,874 respectively. Subsidies to local bodies were sanctioned from Provincial funds for the opening of 104 additional elementary schools for Panchamas and other backward classes.

REPORT OF THE DIRECTOR OF PUBLIC INSTRUCTION.

The following were the important changes sanctioned during the year in the Madras Educational Rules, the Grant-in aid and other Codes:—

(i) The Madras Educational Rules were reprinted; a large number of changes were made in wording, nomenclature and classification and in the powers of the Inspecting Officers; of the changes the following may be enumerated:—

(*a*) Secondary Schools have been sub-divided into high and middle schools.

(*b*) The term "Infant standard or class" has been dropped, the lowest class in schools being now designated as the "First Class."

(*c*) A revised rule has been introduced requiring a teacher for every forty pupils instead of fifty in elementary schools.

(*d*) A visitors' book in a form prescribed for the purpose has been added to the list of registers kept in the elementary schools.

(*e*) The power of sanctioning the admission of pupils in any class of a secondary school, whether under private or public management, in excess of the prescribed limit which was hitherto exercised by the Director has been delegated to the Inspectors.

(*f*) A final examination for teachers' certificates has been abolished.

(*g*) A separate standard rate of fees has been laid down for the intermediate course in colleges when it is taken in parts.

General statistics.

Public institutions had a further accession of 1,165 to their number and 41,907 to their strength, the increase representing 3·7 and 2·7 per cent, respectively, against 2·6 and 2·8 per cent in the previous year, while private institutions declined by 9·3 per cent in number and by 5·0 per cent in strength. All classes of institutions except those classed as unaided contributed, as last year, to the increase both under number and scholars. Taking institutions of all classes and grades together, it will be observed further that there was an increase of 1·9 per cent in their number and 2·1 in strength against 2·7 and 2·8 per cent respectively, in the previous year.

The proportion of male and female scholars to the respective population also increased further from 6·5 and 1·5 to 6·6 and 1·6 per cent, respectively, and the increase in the number of scholars was shared by all the four main classes of the community. The percentage of scholars under instruction to the total population was 4·1.

The number of institutions and scholars in municipal areas showed an increase of 5·1 and 3·7 per cent, respectively, as against an increase of 1·7 per cent in non-municipal areas in both cases. The proportion of institutions and scholars in municipal areas to the total number of institutions and scholars was 8·6 and 19·8 per cent, respectively.

Industrial schools.

The operations of the Department of Industries have formed the subject of the Administration Report for the year submitted by the Director of Industries to the Government in the Revenue (Special)

Department. In all the Industrial schools under the control of that department 1,938 pupils, exclusive of fifteen apprentices, were under instruction. To solve the problem of improving the teaching staffs in industrial schools, a training class for teachers in carpentry and cabinet-making was opened during the year at St. Joseph's Industrial School, Tindivanam, the Superintendent and Manager of which is a Frenchman who was specially trained in one of the best technical colleges in France for work of this kind. The question of abolishing the Government Technical Examinations in Mechanical Engineering and Woodwork and substituting for them some form of school leaving certificate that will merely certify as to the boys' conduct and as to the syllabus according to which he has studied is under consideration in that department.

Female education.

In some of the important Government secondary girls' schools arrangements have been made for the delivery by paid lecturers of lectures on Hygiene and First Aid ; and Government have also approved of the employment, when necessary, of a qualified lady doctor to look after the health of the inmates of the Brahmin Widows' Home, Triplicane and the hostel attached to the Queen Mary's College for women.

Report on Public Instruction for 1917-18.

GOVERNMENT RESOLUTION.

[Punjab.]

Primary education.

The year was marked by a thorough investigation and discussion of the priciples of primary and secondary education, and of practical measures for their improvement which are expected to have a very definite bearing on the future of educational policy in the Province. The Lahore Conference of April 1917, examined various subjects, such as the teaching of English, the inauguration and expansion of the provident fund system, the training of oriental teachers and other matters bearing on the general educational welfare of the Province. Other committees have discussed technical, industrial and agricultural education, and in regard to the latter have formulated proposals which have since been accepted as the basis of future policy. But the event which is likely to overshadow all others has been the introduction of a Compulsory Education Bill. The Bill was published for opinion in October 1917. It was, however, introduced into Council only during the current year, and any pronouncement on the subject would be premature in the present review. But it is desirable to take this opportunity of explaining the position in regard to demands made in certain quarters that compulsory primary education should be free.

The draft Bill contains a section permitting local bodies to remit fees for any of the boys required to attend school under the Act, provided that reasonable compensation is paid to institutions under private management for any loss in fee income entailed on them by such remission. The need for such a proviso is often overlooked by those who dilate upon the duty of Government to provide 'free primary education.' So far as municipalities are concerned primary education is for the most part supplied by the primary departments of aided secondary schools. Several important municipalities only maintain one lower primary school each. It would cost such municipalities little to remit fees in the municipal schools; but they would thereby be forcing a similar remission on aided schools, who did not wish to lose their poorer pupils.

The case is somewhat different in rural areas where the majority of boys (girls pay no fees) attend board primary schools. These schools are maintained from District Board funds derived mainly from the proceeds of a cess on the land revenue supplemented by Government grants; consequently the children of agriculturists and village menials, who pay this cess, directly or indirectly, are wholly exempt from the payment of tution fees. The only contribution made by non-agriculturists, to the maintenance of board schools, of which they take greater advantage (in proportion to their numbers) than agriculturists is in the shape of fees; but in their case too the children of parents unable to pay fees may be exempted from payment up to a limit of 25 per cent of the enrolment in any school.

There can be little doubt that if any parent of the non-agricultural classes is deferred by poverty from sending his boy to school, he is not deterred by the fees which, when paid at all, are paid at the rate of 1, 2, 3, 4 and 5 annas, respectively, in the 1st, 2nd, 3rd, 4th and 5th vernacular classes. The total income from fees in primary schools for boys during the last year was Rs. 1,49,086, to which must be added the fees paid by boys attending the vernacular classes of secondary schools, possibly amounting to half a lakh more, bringing the total amount paid in fees for vernacular primary education in the Province to about two lakhs of rupees only as against a total expenditure of over 2 lakhs. There is much to be said for the view that these two lakhs can be better employed in extending primary education to the general public, especially in rural areas, than in remitting the almost nominal fees to those who can well afford to pay them. Any how the matter is one to be left to local bodies with the proviso above explained.

A.-V. schools.

The adoption of the vernacular medium for instruction in the middle departments of Anglo-Vernacular schools for all subjects, except English, a step strongly recommended by the April Conference, is a measure which marks a definite break with the past. The change met with practically unanimous support from all interested in education, but the result should be carefully watched, and the Lieutenant-Governor would invite attention to a recent report of the Department of Education in Egypt which attributes the deterioration in the knowledge of English to the substitution 12 years ago of Arabic (the vernacular) for English as the medium of instruction in secondary schools, and recommends a reversal of that policy. Conditions in the Punjab and Egypt doubtless differ in many respects, but there must also be many points of similarity.

Public Instruction in Ceylon.

REPORT OF THE DIRECTOR OF EDUCATION FOR 1917.

Educational statistics.

The total number of pupils returned as attending schools in Ceylon is 395,809 ; of these, 367,033 are attending Government and grant-in-aid schools, and 28,776 are attending unaided schools. In 1916 the total number of those attending schools was 390,434. There is, therefore, an increase of 5,375.

In 1917, the number of Government schools was 839, with 119,432 pupils. The numbers for 1916 were 834 and 116,712 respectively. There is therefore an increase of 5 schools and 2,720 pupils.

The grant-in-aid schools in 1917, numbered 2,066 with 247,601 pupils, as against 2,070 schools and 241,933 pupils in 1916. There has therefore been a decrease of 4 schools and an increase of 5,668 pupils.

The increase in the number of pupils attending Government and grant-in-aid schools is satisfactory. It is due largely to the increased efficiency in securing school attendance; defaulters are promptly reported and deterrent fines are imposed. Attendance, however, still very largely depends on the interest taken by the local authorities. In the Western, Southern and North-Western Provinces the parents better realise the importance of education and the proportion of children under instruction to the population is 1 to 8 to the Western Province, and 1 to 11 in the Southern and North-Western Provinces. In the Northern Province, where compulsory vernacular education was introduced for the first time in 1916, the proportion is 1 to 8. The district with the lowest proportion of children under instruction is the Province of Uva, where it is 1 to 39. The nature of the country with its steep hills and long distances between villages accounts largely for this. The proportion for the Island is one child under instruction for every eleven persons, which may be regarded as satisfactory but can be improved.

The number of unaided schools which reported to Government in 1917 was 1,308, with 28,776 pupils. In 1916, there were 1,387 schools with 31,789 pupils. There is therefore a decrease of 79 schools and 3,013 pupils. The return of unaided schools, though compiled as carefully as circumstances allow, can never be regarded as trustworthy. The annual cost to revenue of each pupil in a Government Vernacular school was Rs. 4·40, for each boy and Rs. 4·02 for each girl, exclusive of the charges incurred through the District School Committees for construction and maintenance of buildings; including this expenditure the cost to Government of each child educated in a Government Vernacular school was Rs. 5·34. The average grant paid for each pupil in a grant-in-aid English school was Rs. 10·43, in a grant-in-aid Vernacular school, it was Rs. 3·59.

Medical Inspection of Schools.

Government Order.

[Madras]

The Government have had under their consideration for some time the question of the medical inspection of schools and school children. The Director of Public Instruction, in his report for the quinquennium ending 1916-17, drew attention to the subject and stated that he considered that a thorough medical inspection of Indian Schools would disclose a serious state of affairs both in the pupils and in the hygienic conditions of the school-houses and their sanitary arrangements. He has submitted certain proposals for the medical inspection of certain colleges and schools in Madras City and in the mufussil. The Government now proceed to pass orders on the matter.

The detection of ill-health in children at the earliest possible date is undoubtedly a matter of great practical importance to themselves and their parents, and in some cases to their neighbours and classmates. Thus the early discovery and treatment of curvature of the spine or of disorders of vision or hearing may be the means of saving a child from life-long defect. So, too, the prompt isolation of cases of communicable disease may save other pupils from contracting the complaint. His Excellency the Governor in Council therefore is at one with the Director of Public Instruction as to the need for action in this matter and desires to invite the special attention of all managers of schools to it.

As regards the lines on which the medical examination of school children should proceed, much must be left to the discretion of the officers concerned. The Government suggest that it would generally be a useful procedure if, for each large school, a suitable registered medical practitioner should be engaged as the medical officer of the school. The medical officer thus employed would then arrange, in communication with the headmaster or other controlling authority, each term to examine all newly-joined pupils. If any pupil is found to be suffering from removable and non-communicable causes, such as short-sight, caries of the teeth, adenoids, hernia, etc., intimation should be sent to the parent or guardian so that he may take action if he sees fit. When a pupil is found to be suffering from minor communicable disease, such as itch or ringworm, which would justify the enforcement of temporary absence until a cure is effected, steps to that effect should be taken by the headmaster in the interests of the other pupils in the school. In cases in which more serious infectious disease, such as leprosy or active forms of pulmonary phthisis is discovered, it would certainly be the duty of the manager to request the parent or guardian to remove the infected child from the school in order that other pupils may be saved from the risks which would be caused by his presence. In every case, it should be left to the parent or guardian, if he elects to procure medical treatment for the boy, to secure a medical attendant at his discretion.

The medical officer should also make periodical examination of the school buildings and premises and should advise the school authorities regarding any sanitary defect which he may discover. It will then be for the headmaster or manager to work out, in consultation with the medical officer and subject to the general advice of the Surgeon-General and the Director of Public Instruction, detailed proposals to remedy such defects so far as funds available will permit.

The above suggestions are intended to relate primarily to schools. The pupils in colleges are older and in many cases it is too late, by the time collegiate life is reached, to treat successfully defects in health. But in colleges in which the tutorial system has been introduced the assistance of tutors might be utilized as far as possible in connection with this scheme of medical examination as they may have facilities for noticing whether the health or general condition of any student is such as to render medical advice necessary.

In the case of Government institutions and institutions under local bodies, the question as to what officer should be appointed medical officer of the institution will be considered by the Inspector of Schools who will ascertain what medical practitioner can most conveniently be appointed and will make a report to the Director of Public Instruction with proposals relating to remuneration and other details. The Director of Public Instruction will take the orders of the Government on the subject until a regular scale has been arrived at. In the case of aided institutions, it will be left entirely to the manager to select a medical officer and to arrange for his remuneration, but the Government will be prepared, so far as funds permit, to make a small grant-in-aid towards the expense which such medical inspection may involve, the payment of the grant being conditional on the appointment of the medical officer being approved by the Director of Public Instruction in consultation with the Surgeon-General and on the submission to the Director of Public Instruction of yearly reports on the medical officer's work. The Director of Public Instruction will, in due course, submit proposals regarding the scale on which such grant-in-aid may be given. It will be left for the consideration of the managers of aided schools and colleges whether a small fee might not be levied from each pupil towards the expense of medical examination.

EXCISE.

Excise Administration in the Punjab.

GOVERNMENT RESOLUTION ON THE REPORT FOR 1917-18.

General.

The year was remarkable for another large rise in the total of excise revenue, which reached the unprecedented figure of Rs. 85 lakhs, an increase of about Rs. 9½ lakhs over the revenue of the preceding year and Rs. 15 lakhs above pre-war figures. The 85 lakhs is thus made up; liquor 57·5 lakhs, opium 18·3, drugs 9·3. This gives an incidence of about 6¾ annas per head of total population against 4½ annas per head in the United Provinces, and Rs. 1-5-0 in Bombay in the year 1916-17. All the main heads of income, except that of license fees for imported liquors, contributed to this increase in varying degrees. The total expenditure of the department in the same period advanced from Rs. 2,42,987 to Rs. 2,54,384 and now represents 298 per cent of the total gross revenue. The corresponding percentages for the year 1916-17, in the United Provinces and Bombay, were 4·12 and 4·52, respectively.

Consumption of liquor.

The report shows that there has been an increase in consumption not only of plain and spiced country spirits and of Indian made beer, but also of charas and bhang. It was, indeed, only in the consumption of imported liquors and of opium that any diminution occurred. Mr. Hallifax attributes the increase, in the case of country spirits to "the prosperity of the agricultural classes due to good harvests and high prices, and also to the receipt of large remittances from men on military service: the increased spending power of the labouring and menial classes due to good employment and high wages; an increase in the number of weddings; a decrease in illicit distillation and illegal imports from Native States, and a considerable rise in the price of imported liquors, which stimulated the use of country spirit". Some of these causes are doubtless exceptional and due to present war conditions, so that His Honor is not disposed to regard with serious alarm the year's increase, which amounted to 40,000 gallons (358,000 to 398,000 gallons), for the total consumption of country spirit is still substantially below that of the pre-war year 1913-14 (118,000 gallons) and must necessarily fluctuate with changing conditions from year to year. In amplification of one of the causes above referred to it may be stated that according to a very moderate estimate the money payments to the hundreds of thousands of Punjabis now in the army amount to over 50 lakhs of rupees monthly, and in the case of men serving overseas most of this is remitted to their homes. The number of convictions for drunkenness was slightly above that of the preceding year but is well below the figures of other years. It is probable that the reduction in illicit distillation compensates only in a small degree for this extra consumption and it is to be regretted that other and even more urgent pre-occupations resulting from the war have to some extent reduced the activity of the various Temperance Associations which were doing such good work in the parts of the Province. The system of compelling purchasers to take their liquor away in sealed bottles is being extended as far as circumstances at present allow, but the inadequate supply of bottles in the country is handicapping endeavour in this direction. It is hoped by an extension of this system and by pursuing the policy of restrictive measures already adopted, such as, the removal of shops from crowded centres, the abolition of shops in certain places, and the closing of shops on occasions of religious fairs to check and, if possible, to lower the growing consumption of the Province. Paragraph 22 of the report shows the increasing influence of local bodies on excise policy and the aid derived from their co-operation. It also illustrates the difficulties that would arise from local option in places (and they are not few in the central districts) where local opinion favours illicit distillation and cheap liquor supplies. It seems clear that the increasing prosperity and purchasing power of the liquor consuming classes is the chief factor in the increased consumption and the Lieutenant-Governor agrees with the Financial Commissioners in thinking that the time has come for considering another measure which may contribute to reduction of consumption, namely, the enhancement of the still-head duty.

Excise offences.

It is satisfactory to record that a considerable reduction took place in the number of excise offences during the year, and possibly the proportion of convictions to arrests would have been higher had those cases been brought to trial in which the accused were permitted to join the army as an alternative to prosecution. The central districts of the Punjab as usual head the list in the matter of illicit distillation. The Lieutenant-Governor concurs in the opinion of the Financial Commissioners that rewards to informers should be on a liberal scale and, as it appears that certain district officers continue to grant inadequate rewards for true information, special instruction should be issued on the subject.

Excise Administration in Madras.

ANNUAL REPORT FOR 1917-18.

Excise reforms.

The question of the revision and improvement of the excise systems in Agency areas has been under consideration during the year and certain provisional conclusions have been sent to the Agents with a view to the formulation of a general policy and a general programme for carrying it into effect. The proposed line of advance, broadly stated, is, as regards arrack, (i) to examine again the possibility of limiting the concession of free distillation enjoyed by the Khonds and Savaras; (ii) to abolish the nominal fee system; (iii) to reduce the number of outstills wherever that can be effected without such an increase of illicit distillation as would more than replace the quantity now supplied by the outstills. (iv) to introduce contract supply of *mahua* liquor at a low rate of stillhead duty and issue strength of 60° under proof from central distilleries to shops sold by auction in areas in which illicit distillation can be kept reasonably under control, but which are not ripe for being brought under regular contract supply; (v) to establish regular contract supply of molasses spirit from warehouses within the Agency at a low rate of duty per proof gallon and issue strength of 60° under proof to such areas as the Agents consider to be sufficiently advanced to be brought within the scope of the system; and (vi) to employ a responsible staff for enquiry and control. In areas under the systems referred to in items (iv) and (v) above, the usual limits for transport and sale would be enforced. In the remaining tracts, separate limits will be fixed, but the enforcement of the rule left to the discretion of the Agents.

The question of effectively dealing with certain irregularities connected with the working of toddy shops in some of the northern districts, Godavari and Krishna in particular, engaged the attention of the Board during the year. These irregularities were the result of longstanding local systems the main feature of which was that several tappers arranged with a renter, applied for trees in the name of the shop and disposed of the produce independently of one another in the shop premises. With a view to putting a stop to these deviations from the ordinary system, restrictions had been imposed on the area, and the number of sellers and compartments in each toddy shop and these had been embodied in a special condition applicable to toddy shop licenses in the districts in question. These restrictions were, however, reported to be unworkable. As the chief objection to the arrangements was that they rendered regular control of tree tax operations extremely difficult and afforded opportunities for sales in topes and other malpractices, the Board enquired whether it would not be better to license booths for the sale of toddy in the topes wherever there was a clear demand for them. A full examination of this proposal by the local officers showed that it was likely to increase consumption and drunkenness while it reduced the revenue. The restrictions have been revised so as to give them a more practicable shape and the revised condition will take effect from 1st October 1918.

During the year under review a committee was appointed to examine the increase in the consumption of liquor in the City of Madras. The report of the Committee and the orders of the Government thereon are published in Government Order No. 94, Financial (Separate Revenue) Department, dated 27th February 1918. The main conclusions of the Committee are :—

(1) that there has been no increase in the consumption of arrack, if all kinds are considered together;

(2) that the consumption of toddy, as judged by the number of trees marked, is nearly stationary, and that the natural expansion which might have been expected from the increasing population and higher wages seems to have been neutralized by the recent reductions in the number of shops;

(3) that as regards foreign liquors the figures are incomplete, that the consumption of country brewed beer has fluctuated in an irregular manner, while that of foreign beer has decreased in the proportion of 60 to 36, and that of cheap European spirit has ceased;

(4) That money wages have risen since 1907 by about 33 per cent; that the fall in the purchasing power of the rupee has neutralised the effect of the increase in the duty; that there was no increase in the amount spent on country liquor between 1907-08 and 1915-16 when the amount of arrack consumed rose on account of the increased cost of European spirits and increase in wages and that it seems probable that the classes who usually patronize toddy and arrack shops spent a considerably smaller part of their income at these shops and at taverns at the end of the period under review than at the beginning;

(5) that drunkenness does not seem to have increased;

(6) that no complaints were received by them of improper distribution of shops; that reduction in the manner of toddy shops had probably gone as far as it shculd; that extreme publicity and extreme concealment are avoided, and that this is the correct policy from all points of view and;

(7) that the effect of the growth of cinemas and public entertainments has not been great, but is beneficial so far as it goes.

The Committe made no proposals except that the corporation or the Government might usefully make the experiment of erecting a few model shops to be rented to licensees. The Government accepted the findings of the Committee and have authorized the Excise Licensing Board, which has since been appointed, to recommend to the Collector in exceptional cases the acquisition, construction or lease of suitable premises to be let to the successful bidders from year to year.

JUDICIAL.

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Statistics of Criminal Courts for 1917.

Government Review.

[Madras.]

There were several changes in the number of courts exercising jurisdiction during the year, the most noticeable being a decrease of 314 in the number of village magistrates trying cases. This unsatisfactory result may, as in the case of the Krishna District, be due to a prevailing lack of confidence in this class of tribunal. There is, however, reason to hope that matters will improve when the Village Courts Act Amendment Bill which gives criminal jurisdiction to village courts constituted under Act I of 1888, becomes law.

The Government note with satisfaction the increasing measure of assistance rendered by honorary officers throughout the Presidency to the regular magistracy. The qualifications demanded of Presidents of first class benches of Magistrates were recently relaxed so as to give District Magistrates a wider latitude in their selection and it may be expected that more benches of this description will shortly come into being.

It is satisfactory to note that there was an increase in the number of cases rejected under section 203, Criminal Procedure Code, notwithstanding a fall in the total number of cases for disposal during the year under review. The Government, however, notice with regret that in spite of repeated instructions enjoining a liberal use of section 250, Criminal Procedure Code, there has been a growing decrease in the number of complainants ordered to pay compensation. The Government of India have recently had occasion to emphasize the importance of a legitimate use of this provision and the Governor in Council accordingly takes this opportunity to urge upon the magistracy once again the necessity for a freer recourse to the section. In their scrutiny of magisterial calendars District Magistrates should make this a cardinal point.

The Government are further disappointed to observe that in spite of the strict injunctions coveyed in paragraph 6 of their last review against the tendency to impose short sentences the figures under this head show an increase. Instructions issued in regard to the more liberal use of section 562 as an alternative method of dealing with offences for which short sentences might be awarded have not produced the desired effect for the number of cases under this head (311) was smaller than in the previous year (329).

Another unsatisfactory feature of the year's working is the rise in the average duration of cases in all the courts except those of Joint Magistrates. In paragraphs 5 and 4 of their reviews for 1914 and 1915 respectively, the Government laid stress on the extreme undesirability of protracted proceedings. These orders have not had the desired effect and the attention of District Magistrates is once again called to them. The District Magistrate, Kistna, has, it is observed, taken definite steps to reduce the average pendency in his district.

The Government have already instituted an inquiry in the working of the Criminal Tribes Act. The increase in the number of prosecutions though regrettable is probably due to the increase in the number of registered members of notified tribes and to a better apprehension of the rules.

The decrease in the number of juveniles committed to imprisonment is satisfactory and the Government trust that District Magistrates will continue to pay attention to this subject.

Statistics of Civil Courts for 1917.

GOVERNMENT REVIEW.

[Madras.]

There was a decrease of nearly 30,000 under institutions which are still in excess of the institutions in the year 1914. There is however no reason to suppose that purely speculative litigation played any part in the institutions as, out of every hundred suits instituted, plaintiffs were successful, either wholly or in part, in no fewer than seventy-seven.

There was a marked decrease in the number of suits instituted and disposed of in village courts, but, on the other hand, the Government note with satisfaction that the disposal of suits by benches increased nearly one-fourth. They endorse the remarks of the Honourable the Judges that the increase in pendency before village courts, notably in South Arcot, South Malabar and North Malabar, is unsatisfactory and they direct that all possible steps be taken to improve this aspect of the report. Inspection of village courts by District Munsiffs continued to show a small improvement.

In other courts, especially those of District Munsiffs and Subordinate Judges, the main feature of the year's working is that in spite of a fall in institutions the arrears remain untouched. The Government note that this point has already attracted the attention of the Honourable the Judges particularly in respect to District Munsiffs' Courts and that they are taking steps to secure greater despatch in the disposal of business. The Government trust that these measures will conduce to the achievement of better results in the current year. They also notice with regret that the average duration of suits especially in courts of Subordinate Judges continues to be high in spite of the adverse remarks passed in their review last year.

Statistics of Civil Courts for 1917.

GOVERNMENT ORDER.

[Punjab.]

The average value of suits instituted has risen from Rs. 180 to Rs. 196 which, though far below the abnormal figures of 1914, is more than 8 per cent. higher than the average of the years 1913, 1915 and 1916. There is a steady tendency of suits for less than Rs. 50 to decline, and the Lieutenant-Governor agrees with the Hon'ble Judges that, at least in so far as it represents an extension of credit, it is a true index of the increasing wealth of the Province. The general rise of prices and values is also an operative factor and there is, in the rapidly growing value of land, strong evidence of economic prosperity.

Disposal of suits.

Owing to the larger number of institutions the number of cases pending has increased by 1,222 but the number of original suits decided was 6,875 more than in the previous year. Unfortunately, the average duration of cases has again increased and now stands at 80 days for contested and 40 days for uncontested suits. The figures no doubt compare very favourably with those of most other provinces, but the Lieutenant-Governor notices that the corresponding figures for the United Provinces, where the conditions are probably most analogous to those of the Punjab, are 50 days for contested and 37 for uncontested cases.

His Honour is, therefore, glad to notice that the Hon'ble Judges are keenly alive to the importance of speeding up the proverbial law's delay. During the year the Additional Judge was able to inspect the courts at the headquarters of 20 districts and in 6 sub-divisions: in a letter, based on the results of these inspections, very strict orders have been issued to prevent needless and long adjournments and, as suggested in last year's review, instructions have also been issued to subordinate courts that they need not consider themselves bound to listen to the citation of other than the authorised law reports. District Judges have also been instructed to inspect the courts of Subordinate Judges and Munsiffs not visited by the Inspecting Judge and to forward their reports to the Chief Court by the first of May in each year. As a result of these and of other measures, such as improvement in process serving, it is hoped that a material reduction may be effected in the duration of original suits. His Honour notes with satisfaction that, in reply to an inquiry from the Hon'ble Judges, the Punjab Chamber of Commerce reported that an investigation in Lahore and Amritsar had failed to elicit any complaints regarding delays in the settlement of commercial suits.

In the appellant courts the average duration of appeals shows a satisfactory decrease from 136 to 127 days. In the Chief Court itself the pressure of work shows no sign of diminishing. Though institutions fell from 3,039 to 2,850 the pending file has risen from 2,034 to 2,344 and it takes about three years for a first or second appeal to come up for hearing by a Divisional Bench. This increase of pending cases was mainly due to the special circumstances noted in paragraph 26 of the report, and the Lieutenant-Governor is satisfied that the Hon'ble Judges have done all that is possible to keep abreast of their heavy and responsible work.

In estimating the success or otherwise of the administration of justice three most important criteria are timely disposal of cases, correct adjudication on the law and facts and adequate execution of the decrees given. In other words, justice should be speedy, sure and effective. Though there is some cause for criticism in the matter of speed, the Lieutenant-Governor considers that in the matter of adjudication a high standard is maintained by the courts of the Province. In the year under consideration, 70·7 per cent. of the original suits were disposed of either without trial or without contest, a fact which tends to show that it is realised that there is little use in contesting a case unless there is a fairly good ground for doing so. Nearly 60,000 cases were decided after contest, and less than one-third of that number of appeals were instituted. Of those appeals two in nine were wholly and one in nine partly successful. In view of the litigious nature of the Punjabi peasant and of the facilities afforded for appealing, these results are a tribute to the increasing efficiency of the courts of original jurisdiction and in particular to those of the Munsiffs where over 73 per cent. of original cases are decided.

Turning to the effectiveness of the decrees given, the figures quoted in the report in regard to execution proceedings are in themselves not very encouraging. Out of a total of about 177,000 applications, complete satisfaction was obtained in 37,175 cases, partial satisfation in 28, 520 while 109,767 are shown as wholly infructuous. These figures show no remarkable variations from those of 1916 but it has to be remembered that a large number of these applications undoubtedly led to a settlement out of court which was not certified to the court, while others were intended merely to keep the decree alive. Broadly speaking, it may be said that were decrees ineffective, people would not flock to the courts in the way they do merely to obtain an empty victory.

The Panchayat Act.

The Panchayat Act has become a dead letter, even in the few districts where it had shown some signs of becoming popular, since it has become generally known that the *panchayats* have no authority to take up cases referred to them by one party without the consent of the other. In last year's review the Lieutenant-Governor, after an examination of the results attained, reluctantly came to the conclusion that the Act in its present form had proved a failure owing mainly to the consent of both parties being necessary, and the Hon'ble Judges were consulted in regard to a suggestion that *panchayats* should be replaced by benches of two honorary civil judges with the powers of a Munsiff of the third class sitting at the headquarters of tahsils and having power to receive and decide plaints direct and without the intervention of the Munsiff. The Hon'ble Judges, however, have recorded their opinion that the time is not ripe for this proposal and consider that the Panchayat Act should be repealed. There is thus no clear course of constructive policy indicated. The principle underlying the Panchayat Act is undoubtedly a sound one and in the Lieutenant-Governor's view a failure in the first experiment should not be allowed to lead to an abondonment of the principle. The Lieutenant-Governor therefore is of opinion that, when more pressing pre-occupations permit, a committee composed of members of the Provincial Legislative Council should be formed during the coming winter in order to try to discover some satisfactory solution of the difficulty.

Statistics of Criminal Courts for 1917.

GOVERNMENT RESOLUTION.

[Punjab.]

Crime.

The year 1917 was marked by an even more striking decline in crime than its predecessor. This decline cannot be due to any temporary fluctuation as it has been proceeding steadily since 1913. The causes contributing to it have been discussed at some length in the recent review of the police administration report, but no survey of the criminnl administration of the year would be complete without a reference to the subject. The effect of the decrease, which amounted to 14 per cent. as compared with 1916 in true cognizable cases of all kinds, on the work of the courts is illustrated by the following round figures excepted from the Hon'ble Judges' report:—

(*a*) The number of cases brought to trial fell from 121,000 to 109,000 or by nearly 10 per cent. In 1912 the number was 128,597. The number of persons involved was 250,000 as compared with 283,000 in 1916 and 299,243 in 1912.

(*b*) The drop in "true" offences under the Indian Penal Code was from 88,600 to 77,000, a decline of nearly 11 per cent. In 1912 the number was 92,655. There was a small increase from 496 to 503 in "true" cases of murder or dacoity with murder, but the more important classes of crime against property—theft, robbery, burglary, dacoity and receiving stolen property—all show a substantial decline.

(*c*) The number of persons placed on security as vagrants or habitual offenders fell from 4,147 to 2,976. It is probable that even less use will in future be made of the security sections of the Code of Criminal Procedure, now that the new Habitual Offenders Act provides a more human and efficacious means of dealing with the professional criminal.

(*d*) The number of persons brought to trial for offences of a less serious class, *i.e.*, those under special and local laws, dropped from 97,200 to 89,000.

The Lieutenant-Governor has in his review of the police report expressed his views as to the causes of this general decline in lawlessness, which are in general agreement with those stated by the Judges in their report, and it is unnecessary to discuss further this very satisfactory feature of the year's criminal administration. The increasing co-operation of the people in the prevention and detection of crime is among the causes noted by the Hon'ble Judges and the Lieutenant-Governor is glad to receive their testimony to the value of the village patrol system which has now been put on a legal footing. His Honour is also glad to observe that, concurrently with a greater respect for law and order, there is a tendency for the false and vexatious litigation so common in the Punjab to abate. The total number of offences reported to the courts fell from 199,000 (round) to 181,000, and the number of those dismissed under section 206 of the Code or struck off as false from 67,293 to 62,109. Moreover, the percentage of persons convicted to persons tried rose from 24·9 to 26·02, while there was a corresponding drop in the percentage of those acquitted or discharged.

Disputes and litigation

There is, however, little evidence of any improvement in the attitude of the courts to false and frivolous litigation. The number of cases in which compensation was awarded under section 250 of the Code to persons falsely accused was only 727 in 1917, as compared with 850 in 1916, 870 in 1915 and 960 in 1914. Before 1914 compensation was even more freely awarded. The cumbrous provisions of the present law are no doubt largely responsible for these disappointing figures. It is to be hoped that freer use will be made of the corresponding but more workable section which is expected to appear in the amended Code and that it will be applicable to proceedings under section 107 of the Code.

The Hon'ble Judges express the view that more complaints would be dismissed *in limine* if they were heard in the first instance by experienced first class magistrates, and they deprecate the practice prevalent in certain districts whereby a large proportion of cases is disposed of by Honorary Magistrates, whose work as a whole compares unfavourably with that of the more highly trained stipendiary magistrates. This matter has formed the subject of separate correspondence between Government and the Chief Court, and the Lieutenant-Governor has had the opportunity of examining certain statistics bearing on the question. During the last 10 years there has been a substantial increase in the amount of work disposed of by Honorary Magistrates, whose number has risen from 231 in 1907 to 343 in 1916, and since 1912 a slight decrease in that done by stipendiary agency. On the other hand the number of stipendiary magistrates of the first class on district staffs, which was 171 in May 1908, had risen to 201 in May 1918. It is thus clear that the increase in the number of Honorary Magistrates is due mainly to the wish to utilize the services of leading men, who would otherwise have no association with the work of the administration, rather than to any desire on the part of Government to economise its regular staff. In many districts owing to the decrease in crime and enlarged staffs magisterial work is now, the Lieutenant-Governor understands, comparatively light, and if Honorary Magistrates do important criminal cases badly the obvious remedy is for the District Magistrate to send such cases to his stipendiary officers, who are not as a rule overworked. But His Honour feels considerable hesitation in accepting the Hon'ble Judges' views which apparently contemplate a wholesale reduction in the number of Honorary Magistrates or at least in the volume of work entrusted to them. Such a reduction would in certain localities make justice less accessible, and it would inevitably reduce the prestige of the honorary magistracy as a class. It would probably be resented for these reasons by the peasantry and the landed gentry classes which have as a whole rendered notable service to the State since the beginning of the war. Government receive reports annually on the work of each Honorary Magistrate and will have no hesitation in taking away the powers of those that are found to be inefficient.

Duration of cases.

In view of the smaller number of cases for disposal an improvement in the pace of the judicial machine might well have been expected, specially as the Hon'ble Judges have in recent years devoted much attention to this question. But the average duration of trials was on the whole slightly higher in 1917 than in 1916. Probably one reason for this was the heavy extra burden of work thrown on many Magistrates by the recruiting campaign and other urgent duties in connection with the war. Another reason was possibly the large but unexplained increase of about 34,000 in the number of witnesses examined. Proceedings appear to have been particularly dilatory in the Courts of Magistrates (other than District Magistrates) exercising enhanced powers, and it is to be hoped that the instructions recently issued by the Chief Court to the effect that all police chalans should be accompanied by witnesses will effect an improvement. The practice whereby the police inform the magistrate when an investigation is nearing completion that the chalan will probably be presented on a given day, would seem to be an excellent one, and the Inspecting Judges will doubtless consider during their winter tours whether it could not be adopted in all districts.

Criminal work in Sessions Courts was much lighter than in 1916, only 661 original cases being decided as against 806 in the previous year, while the number of appeals declined from 7,162 to 5,640. Yet the average duration of sessions trials only fell by one day and that of appeals by two days. Most Sessions Judges are now provided with short-hand writers, which should mean an enormous saving of labour and time over the process of writing judgments.

Another reform which should help in expediting the rate of disposals is the reorganization of the process-serving agency. Proposals submitted by the Judges for improving the pay and efficiency of this establishment are now under the consideration of Government.

INDUSTRIES AND COMMERCE.

Department of Industries.

Director's Report for 1917-18.

[Madras.]

Industrial Education.

In my report last year, I mentioned that the whole question of the policy to be adopted in regard to industrial education in the Presidency was under discussion and that as a preliminary to any decision being arrived at, Mr. Fyfe, the Inspector of Industrial Schools, had been ordered to make a careful inspection of every industrial school in the Presidency. The schools were inspected, and the whole question of the methods to be adopted in the training of skilled mechanics, for whom there is a great and increasing demand in the Presidency, was examined in a report submitted to Government in January last. It would take too long to state in detail the provisional conclusions arrived at, nor is it necessary to do so since an authoritative pronouncement on the subject may shortly be expected in the report of the Indian Industrial Commission. But the training of mechanics and artisans in the Presidency is at present effected in two ways. Most of the private engineering workshops take apprentices and train their own workmen, and a number of industrial schools scattered about the Presidency, which mostly owe their existence to missionary effort, also endeavour to turn out skilled artisans. These industrial schools have frequently been criticized in the past. It is stated that they do not recruit from the right classes, that the pupil is not brought into contact with the trade he is learning, that he lacks training in economy of production, and that the hours of labour are not such as to fit him for long workshop hours. On the other hand, training in private workshops, practical though it is, is frequently narrow, the apprentice being trained only in one class of work, while he is often gravely deficient in general education. Obviously it is impossible to abandon all the existing industrial schools. The only possible course is to accept them as they are, but to endeavour to improve them. Careful systematic inspection will do much, and it is further proposed to prescribe a certain minimum standard of general education as a qualification for admission and to insist on the schools working to an approved syllabus. The question of the improvement of the teaching staff is of first importance, and a beginning has been made in this direction by the opening of a training class for teachers in carpentry and cabinet-making at the St. Joseph's Industrial School.

Tindivanam. This school was selected as the training centre since the Superintendent and Manager, Bro. J. Baptiste, is a Frenchman who was specially trained in one of the best technical colleges in France for work of this kind. The students in the class are either actual instructors in industrial schools or are selected from the students who have passed the advanced examination in carpentry and cabinet-making. Six students are now under training and six more will be added at the end of the current session, the course being a two years' one. It is also proposed in time to abolish the Government Technical examinations in Mechanical Engineering and Wood Working subjects. The certificates are not accepted at their face value by employers of labour, and are positively harmful in that they tend to give a boy a false idea of his own importance. They create an impression in his mind that he has nothing more to learn whereas his education has hardly begun. It is proposed to substitute for them some form of school-leaving certificate, which will merely certify as to the boy's conduct and as to the syllabus according to which he has studied. For the rest it is not proposed at present to frame any hard and fast code of industrial education. The aim will rather be to develop each school on the lines best suited to its conditions. As regards apprentices in private workshops, there is ample scope for useful work. In the first place a better class of apprentices is required, that is, apprentices who have had the amount of general education which is necessary to develop those qualities of alertness, intelligence and adaptability which are required in all forms of occupation. A merely literary education however is not enough; it should be a general education carefully biassed towards an industrial career. The schools attached to the Buckingham and Carnatic Mills afford an excellent example of the sort of education required by the children of operatives and it is hoped that in time other large industrial concerns will establish schools of the same sort. The apprentices will get their practical training in the workshops to which they are apprenticed, but it is necessary for the Department of Industries to supplement this practical training by providing facilities for some form of special education in the shape of continuation classes. As they develop and become appreciated, these classes should be held in working hours, but at first it will probably be necessary to hold them in the mornings and evenings. The apprentices should be taught drawing and the elements of the theory of what they practise in the shops, and should get the opportunity of practising with other tools and of qualifying as all-round mechanics for up-country work. The Madras Trades school is a beginning in the direction indicated. It has been decided to make it permanent and to house it in buildings of its own. New classes will then be added, and in the day time it may be possible to use the building for what may be called an industrial preparatory school, a school, that is, where boys of 12 and 13 with a certain minimum of general education would be taught colloquial English, drawing, workshop arithmetic and manual training and generally given the sort of education which would make them useful apprentices. Obviously however continuation classes can be started only in industrial centres, and apart from such places as Negapatam where there are the South Indian Railway workshops, there is not much scope for them at present outside the Presidency town. On the other hand, the need for good all-round mechanics for rice mills, cotton gins and small factories in the Presidency is insistent, and accordingly it is proposed, as a third method of training artisans and mechanics, to establish two Government Industrial schools at Madura in the south and at Cocanada in the north of the Presidency. The object of these schools will be to turn out all-round mechanics and at the same time to give them special training in driving oil-engines and running industrial machinery. The above is a brief outline of the conclusions which Mr. Fyfe and I have arrived at after careful study of the whole question and after consulting freely employers of labour in the Presidency town.

SANITATION.

Sanitary Commissioner's Report for 1917.

GOVERNMENT RESOLUTION.

[Madras.]

Vital statistics.

The registration of vital statistics was carried on by the same agency as in previous years; registration was compulsory in 326 unions and 2,358 other villages. The recorded number of births decreased by 6,519, and the birth-rate fell from 32·5 per mille in 1916 to 32·4 in 1917. The Sanitary Commissioner's report shows that, generally speaking, there is very little difference between the birth and death rates derived from the figures recorded in those areas where compulsory registration is in force and from those in the areas where it is not. The attention of the Collectors concerned is invited to the instances pointed out by the Sanitary Commissioner of wide variations, which point to inaccurate registration, and particularly to the figures in of towns in which the birth and death rates were less than 10 per mille. These extraordinarily low rates in areas where more accurate registration than in villages might be expected point to some blundering in preparing the returns sent to the Sanitary Commissioner. Ordinarily the limits of unions do not agree with those of revenue villages and it is just possible that the births and deaths reported are those that occurred in one of these administrative areas while the population reported is that of the other. The matter should be gone into and the statistics cleared of absurdities. The experimental scheme for the employment of sub-assistant surgeons as registrars of vital statistics had unfortunately to be abandoned for shortage of officers caused by the war.

Infantile mortality.

The infantile death-rate during the year was 194·0 per mille of births for districts, and 246·4 for municipalities. Among rural areas very high figures are returned by Salem (243·8), South Arcot (232·1), Chingleput (228·9), Tanjore (224·3) and the Nilgiris (211·5); and among municipalities Guntur (415·9) had the worst record and was followed by Bezwada (390·3), Masulipatam (367·6), Palni (321·0), Tiruvannamalai (318·8) and Coimbatore (307·5). The chief reasons for this heavy mortality are presumably those referred to by the Sanitary Commissioner in paragraph 21 of his report for 1916, and may be summarised in the one word, ignorance. Some district boards and municipal councils have taken the advice of the Government and provided for the proper training of barber midwives and a scheme of lady health visitors has recently been brought into force in the city. A very great deal more has yet to be done and all local bodies should give further consideration to the subject.

Cholera parties.

Deaths from cholera rose from 16,735 to 58,939 in the Presidency as a whole and from 1,269 to 3,729 in municipalities. The cholera rules continued in force in the majority of the municipalities and five cholera parties were working in rural tracts and these parties worked in eleven districts with satisfactory results. Three of the parties have been made permanent and a sixth party has also been recently sanctioned.

Corporation of Madras.

ANNUAL REPORT OF THE HEALTH OFFICER FOR 1917.

[**Madras**].

Vital statistics.

The birth-rate for the year 1917 was 44·9 per mille the highest recorded since 1905, whilst the death and infantile mortality rates were respectively 38·4 per mille and 277·3 per 1,000 births, as against 34·5 and 265·1 respectively, during the preceding year. In other words, we had a high birth-rate, accompanied by a high death-rate, both general and infantile, a phenomenon so familiar to all students of vital statistics, that some look upon the relationship between high birth-rates and high death-rates as one of cause and effect. It is no doubt true that a high birth-rate in a particular year has a tendency to result in a high death-rate in that year, because it means an increased infant population, and in Madras, nearly a third of the new-born babies die annually; but on the other hand, high birth-rates continued for a number of years ultimately add to the population many people whose age distribution is generally favourable to a low death-rate. On the other hand, again, a continuously low birth-rate advances the average age of the population, and adds to the community a greater proportion of old persons. The resulting and inevitable increase in deaths among persons at the later extreme of age increases the general death-rate, altogether apart from any environmental conditions influencing disease. Madras would appear to be particularly unfortunate, in as much as the rise in the birth-rate of the city seems to be spasmodic, a year or two of high rates being preceded and followed by a series of years with low rates.

Housing problem.

In examining death-rates one finds the larger proportion of premature deaths amongst the poorer classes. The concomitants of poverty are insufficient and unsuitable food, scanty clothing, ignorance, and want of cleanliness. The conditions amidst which the poor of Madras live certainly do not conduce to habits of cleanliness. A considerable proportion of the population dwell in large tenement houses, each room of which is occupied by a separate family. The house itself is often in a sad state of dilapidation, the water-supply inconvenient of access, lavatory accommodation inadequate and in a foul state, common passages dirty, the entire house and back-yards damp, ill-paved and littered with refuse and excrement. Owners of property pay insufficient attention to keeping their tenement houses in a condition thoroughly satisfactory for human habitation; the "officious" Corporation cannot single-handed bring about the desired remedy. Slum dwellers, if ejected from the place, may not find any other better place to live in, or may render some other over-crowded slum still more over-crowded.

Much is talked about, but unfortunately much less is done for, the elevation of the depressed classes. Every individual should be sure of a decent abode where he can rest after a hard day's labour. The Carnatic Mill Company are setting an excellent example by building sanitary dwellings for their employees. Our housing problem will never be solved unless other large employers devote a portion of their profits towards securing cheap and sanitary houses for their servants. Even as a business proposition I believe that such building is remunerative. A decently housed workman is a more efficient servant than one who perforce lives as the beasts of the fields. For those higher in the social scale, the clerk and the maistry, we need house-building syndicates or societies on co-operative lines. The Government and the Corporation can help these by acquiring plots of land, available in plenty in Madras and by making monetary advances to be recouped in small instalments. Extension of cheap housing presumes extension of chief communication.

Infant mortality.

The Corporation, as already stated, has started during the year under report an experimental scheme of "maternity benefit and child welfare", with the object of bringing "clean midwifery" within the easy reach of every expectant woman of the poorer classes. The work is at present limited to one district in the city, but its success or failure mainly depends upon the amount of support it receives from the public. Poverty is the root cause of infant mortality, while all other causes are auxiliary to it. But the removal of poverty is not primarily within the province of the sanitarian. He has to do the best he can under the circumstances, piously praying all the while that poverty may soon be abolished from the world of mortals, or at least from that portion of the world where he has his particular field of work.

Milk.

The working class mother more often gives her infant the supremely important breast-feeding than does the mother in other stations of life, and for these latter a supply of pure milk is of supreme importance. Bottlefed babies do not thrive so well as those that are breastfed, for the simple reason that the milk availabe is filthy, stale, or half fermented. The very qualities which make milk good food for mankind tend to make it likewise good food for microbes; and many an epidemic especially among infants, has been traced to impure milk. The problem of milk-supply continues to be unsolved. Mr. Allen Carruth has recently made an elaborate study of this question as it affects the city and the following are a few of his findings. "Milk production in the City of Madras is in a very unsatisfactory condition. There is nothing to show that the industry ever was efficient.......... The cattle have been bred with the sole object of producing draught animals, the milk yield being of a secondary consideration...... .... The position of the Madras Dairyman with all his faults is seen to be an impossible one. He cannot breed the special stock required, nor any do this for him. From this condition of things combined with the facts that there are no penalties for adulteration and the public demand a large measure for a small sum, springs the whole system of systematic adulteration and fraud.................

"If milk is to be supplied unadulterated, then to make production economical—(*a*) the price must be increased or (*b*) better business methods introduced and good milking stock bred. If the price is increased, comparatively few will be able to afford it, thus this remedy may be dismissed. With better business methods and an improved strain of dairy stock, there is every hope that pure milk can be supplied at present prices and at the same time leave a profit to the dairymen."

The following are some of his specific recommendations to attain the much-desired object of a pure milk supply:—

1. Improvement of the milking capacity of the average cow in the city.

2. Formation of co-operative societies for dairymen, with a view to obtaining supplies of cattle-food at whole-sale rates, and obtaining loans on easy terms for the purchase of cows and buffaloes and for rearing good female stock.

3. Improved housing of milch cattle with a view to greater general cleanliness and better health of the stock.

Prosecutions.

As has often been said, municipal prosecutions are only a means to an end; and if the end is otherwise attained, prosecutions are always withdrawn. Prosecution is a last measure of enforcing sanitary laws. But even then the redress sought for is not always attainable. Magistrates at times seem to consider such prosecutions as mere matters of municipal routine, and inflict fines and penalties incommensurate with the nature of the offence. The citizen find it more comfortable to pay a small fine and be done with it, instead of spending large sums of money for complying with municipal demands. Municipal sins of commission are perhaps legion; still the sins of a municipality are no excuse for breaches of law and violation of sanitary precepts. To quote but a few examples; the public streets are constantly defiled by persons easing themselves and are often converted into cattle-yards and stables; milch cattle are let loose to graze upon garbage on roadsides; during early morning and late evening hours, horses and cows are found tied to lamp posts, syphon-boxes, and window bars of houses; horses and carriages are usually washed and cleaned on public thoroughfare; public drains are the favourite pitch of vegetable hawkers, and are everywhere encroached upon by sweetmeat bazaars. In the prevention of such nuisances, we meet with the greatest opposition. The only satisfactory solution is in the hands of the public. They have to recognise that municipal laws and regulations are intended to make for public well-being; they must work with municipal officials in enforcing such laws for the good of the community.

Municipal taxation takes two forms, one of which is money and the other human life. Public health cannot be had for the asking, nor can it be obtained by a wave of the magician's wand. It closely accompanies good sanitation; and good sanitation is not cheap in money because disease and dirt are very expensive things to deal with. If the sanitarian were able to make money for the community, he would be more popular than he is. Still, that good sanitary work pays in health and comfort, and that a healthy community is a great asset to the State, are acknowledged facts. People should judge for themselves whether they will allow their children to run avoidable risks of death, crippling disease, or effective development. The house-holder can do piece meal what no public authority has ever succeeded in doing wholesale. Laws and regulations, however ideal they may be, are apt to fail in their purpose, unless the average level of civic responsibility is sufficiently high; the right kind of officials can do little without the right kind of citizens to co-operate willingly and intelligently. The householder, who perfects and completes the sanitation of his own premises very possibly pays more than he who throws the whole of the trouble and expense on the public authority. But he who takes trouble in this matter is often regarded as a fool by the majority, who say, "he has got to pay rates; why should he bother?"

Simple ignorance, religious superstition, apathy, fatalism, pecuniary considerations, are some of the several conditions obstructing sanitary progress. The worst of them all is that arising from unconscionable self-interest. "A land-lord who owns half a street of damp and defective houses, a tanner whose wealth is represented by heaps of noisome and foul-smelling hides, and a person who considers his front veranda the proper place for keeping cows and ponies, these are not likely to be enthusiastic with regard to bye-laws and regulations framed with the direct object of interfering with their free license."

Part IV—Miscellaneous.

THE MYSORE UNIVERSITY.

His Highness the Chancellor's Speech.

AT THE OPENING OF THE FIRST CONVOCATION ON OCTOBER 19, 1918.

Mr. Vice-Chancellor, Ladies and Gentlemen,—It was with great pride and pleasure that I presided two years ago at the first meeting of the Senate of the Mysore University, and it gives me even more gratification to attend this, our first Convocation, which will always be remembered as a land-mark in the history of Education in Mysore.

On the last occasion that I addressed you, I referred to the circumstances which led to the foundation of our University and to the hopes and ambitions which I entertained for its future. It is satisfactory to find from the Annual Report of the University that the ideals referred to in my address have been steadily kept in view. During the past two years, the University has enlarged its activities by instituting the degrees of Commerce and Engineering, and proposals are under consideration for starting other Faculties.

I am gratified to learn that both the Engineering College and the Commerce Classes have attracted a large number of students, more in fact than we could afford to admit. This is a healthy sign indicating an appreciation on the part of the public of the business and technical side of education.

Considerable additions have been made to the teaching and Professorial staff of the University and I am glad that we have succeeded in securing the services of Professors of known ability and high qualifications.

It is my earnest desire that the higher education of women should be increasingly developed, and I wish that I could have seen not one, but ten lady graduates before me to-day. I look forward to the time when every district in Mysore will be supplied with trained lady graduate teachers.

Our University attaches great importance to the study of the *Vernaculars* which are made compulsory throughout the course, and the Publication Bureau is doing very useful work in encouraging the publication of books written in good idiomatic "Kannada". I am particularly interested, too, in the means which are being adopted to encourage the study of Sanskrit. The Sanskrit Library which is under a re-organised Committee will find fuller scope for its activities when it enters into possession of the new building now under construction. I trust that the University will do all in its power to foster the study of our mother tongue and of Sanskrit, two languages which must always command the sympathy and interest of all educated Mysoreans.

The lectures under the University Extension Scheme have so far been confined to the two University centres of Mysore and Bangalore and I am glad to find that the work is now being extended to the interior of Mysore. This is I think a very important development, for it is to the remote parts of the State which have not the educational advantages of our two capital cities that we should specially direct our efforts with a view to introducing a higher standard of culture among the people.

I attach the highest importance to a proper Tutorial System in this University, and I understand that a serious effort is being made to introduce a Tutorial Scheme. The problem is a difficult one.

I am particularly interested in the housing of the University students, and it is satisfactory to find that the University realises its responsibility in this matter. The buildings and conveniences of the Maharaja's College Hostel have been recently extended and I hope that no time will be lost in providing further accommodation for the students of the Central and Engineering Colleges at Bangalore. Many of our students cannot afford to live in the hostels, and an endeavour should be made to establish cheap messing houses in suitable localities for such students.

Education cannot be confined to intellectual effort. Its physical, moral and social aspects should receive their due attention even in a teaching University. The erection of Union buildings both here and at Bangalore is an important step in this direction, and I hope that some workable scheme of physical culture, with voluntary Medical Inspection, may be shortly introduced. A cricket pavilion has been built at Mysore and I hope that a Swimming Bath will before long give our students a new form of exercise and recreation.

But even more significant than all the signs of activity and progress which I have touched on, is the fact that the Mysore University has been exceedingly jealous in maintaining the high standard of its examinations and that its authorities realise the importance of appointing outside examiners.

In our enthusiasm for our University, we must not forget that its efficiency largely depends on the schools which serve as its feeders. Already our University is trying to improve these institutions by setting a high standard for the Entrance examination, by prescribing the curricula of the collegiate classes, and by their inspection and general supervision. My Government have only recently sanctioned very generous grants for the better equipment of their important classes.

There is unfortunately a limit to the resources which my Government can afford to place at the disposal of the University. The cost of higher education is steadily increasing and if educational opportunities are to be open to all my subjects and not confined to the richer classes only, public support must be forthcoming in an ever increasing degree. I am glad to learn that during the short period of its existence, the University has evoked the spontaneous liberality of many public spirited citizens and has received endowments to the value of over one lakh of rupees.

It is a gratifying fact that we have been able to hold our first Convocation at the actual seat of our University and in the centre of those new buildings which are a tangible proof of our earnest desire to make the Mysore University a complete and fully equipped seat of learning.

It is only fitting that I should refer on this public occasion to the wonderful succession of victories which are crowning the arms of the British and Indian armies and their Allies in the terrible war which has hung like a cloud over the civilised world for over four years. Thank God the cloud is lifting and a victory in the cause of justice and liberty seems to be actually in sight. But though the cloud of war is showing a silver lining, we are, I grieve to say, passing through a dark period of adverse season and epidemic disease which cannot but sadden us all. The monsoon has failed in many parts of the State and the prolonged drought and war conditions have raised the cost of the necessaries of life to famine prices. Added to this, a severe influenza epidemic has appeared and raised the mortality to alarming proportions. I appeal to the public to fight the scourge with courage by means of effective local organisation and mutual help. I have directed that no expenditure should be stinted or efforts spared, on measures of relief, so far as they lie in the power of my Government; and I may assure the people that my own thoughts are constantly with them in their sufferings and bereavements.

I feel that I should acknowledge on this public occasion a debt of gratitude from myself and my people to Sir M. Visvesvaraya, the Dewan of my State. It was chiefly his patriotism, his enthusiasm and his unflinching advocacy which converted what was once little more than a dream of the future into a living creation and his name will always be remembered, above all others, as the man to whom our University owes its being.

I will not detain you by any long words of exhortation addressed to those who have received the hall—mark of a University degree today. That duty I can leave with perfect confidence to my guest Sir Asutosh Mookerjee who, at much sacrifice of time and trouble, has given testimony to his unflagging interest in the cause of University education by consenting to come to Mysore and address you. I need hardly tell him how very grateful I feel to him and how highly I appreciate his presence here to-day. I would like, however, to give you graduates one thought to carry away with you, by quoting some eloquent words used by Mr. Asquith in a Rectorial Address to the students of the University of Aberdeen.

" Keep always with you, wherever your course may lie, the best and most enduring gift that a University can bestow—the company of great thoughts, the inspiration of great ideals, the example of great achievements, the consolation of great failures—so equipped you can face without perturbation the buffets of circumstance, the caprice of fortune, all the inscrutable vicissitudes of life."

I will now call upon Sir Asutosh Mookerjee to address the graduates.

THE BENARES HINDU UNIVERSITY.

Speech of the Chancellor, His Highness the Maharaja of Mysore.

AT THE OPENING OF THE FIRST CONVOCATION HELD ON
FRIDAY, 17TH JANUARY 1919.

Your Highness the Pro-Chancellor, Mr. Vice-Chancellor, Ladies and Gentlemen,—I esteem it a high privilege to preside at the first Convocation of this University in the presence of such a distinguished gathering. Although the distance of Benares from my own territories does not permit my visiting the University as often as I could wish, or associating myself very closely with its affairs, yet, believe me, I shall always take the deepest interest in its welfare and shall recall with gratification the great honour which the University authorities have paid to me in selecting me as their first Chancellor.

History of the University.

The history of the Benares University illustrates the unwearying courage of the leaders of the movement, their capacity for sustained effort, their co-operation and their powers of organisation. To-day we may recall with pride and gratitude the pioneer work of the illustrious promoters of the Hindu University movement—His Highness the Maharaja of Benares, the Maharaja of Darbhanga, the Hon'ble Pandit Madan Mohan Malaviya, who has dedicated his fine talents to the service of this institution and to whose devotion and untiring labours the scheme mainly owes its inauguration, Mrs. Besant who placed at our disposal a fully organised College which enabled us to make an early start, their Highnesses the Maharajas of Gwalior, Kashmir and Bikanir, and others whose services will ever live in the memory of our people.

Of the many important measures which distinguish the viceroyalty of Lord Hardinge, not the least in its beneficent and far-reaching effects is the Benares Hindu University Act of 1915, by which the Government of India, under his inspiration and guidance, set the seal of its approval upon one of the greatest popular educational movements of the times. Lord Hardinge thus earned the eternal gratitude of the Hindus by generously permitting the establishment of an institution upon which the entire community had set its heart, and I have no doubt that the foundation of the University was well and truly laid by the hands of one who sympathised so deeply with Indian needs and aspirations. Nor should I omit, on this occasion, to acknowledge, with gratitude the conspicuous services rendered to our cause by Sir Harcourt Butler, who was the Educational Member of the Government of India at the time when the Act was passed, and who still maintains a keen interest in the affairs of the University. I grieve to think that this young University has suffered, so early in its career, two serious bereavements --one by the death of Sir SundarLal, its first Vice-Chancellor, to whose untiring exertions it owes much of its initial success, and, the second, by the death of His Highness the Maharaja of Jodhpur, whose princely munificence enabled it to proceed with the organisation of the important department of Technology. There is not one of us here who does not feel that this occasion has been saddened by the absence from our midst of these two notable benefactors.

The War.

After many vicissitudes and many years of toil, we are assembled here to-day to gather the first fruits of our labours, and this important event in the history of our University comes happily at a time when the most terrible war that the world has ever seen, is at an end. We rejoice on such an occasion to congratulate His Majesty the King Emperor and the British Nation on the decisive victory of the British Empire and its Allies. The war has demonstrated the greatness of the British character, no less than the deep-rooted loyalty of the Princes and people of India to the British connection. May we hope that the outlook of the human race is changing, and that a new era is dawning on a world saddened by the tears and sacrifices of many nations—an era of the reign of right as opposed to might, of principle as opposed to expediency, and of peace as opposed to aggression!

Though, as the recent war has shown us, it does not necessarily follow that every increase of knowledge is accompanied by a betterment of conduct, still, the doctrine that knowledge is virtue, is one to which our Vedanta gives support when it attributes sin and downfall to "Avidya" or ignorance and sees in "Vidya", or enlightenment, the liberation and perfection of the soul. Therefore, centres of culture like this University have a noble purpose to serve, and can contribute materially to the enlargement of human ideals and to the promotion of inter-racial and international fellowship. But they can achieve this end only if their outlook is as wide as humanity itself.

The first private University.

This University is the most striking manifestation of India's effort at self-determination and self-expression. It is, or it ought to be, the embodiment of the very soul of Hindu India, her noble tradition, elevating impulses and devotional culture. It is the first private University in the country as contrasted with Government foundations, and it has, for that reason, possibilities of freedom and self-development peculiarly its own. Along with the project for the Aligarh University, which I sincerely trust will soon be an accomplished fact, it has done much to quicken the confidence of Indians in their capacity to take independent charge of education in all its grades and is entitled, in no small degree, to the credit of having ushered in a new epoch in the history of higher education in India—an epoch marked by the foundation of compact unitary Universities of the teaching and residential type, organised and administered by Indians and adjusted in varying degrees of completeness, to the special conditions, requirements and aspirations of Indians.

In all our future efforts, however, we should always bear in mind the noble ideal which was set forth in the Address presented to Lord Hardinge on the occasion of the ceremony of laying the foundation stone of the Hindu University, that, in order to preserve and promote our distinctive civilisation and culture, and to instruct our youth in the sacred precepts of religion, it was necessary to build up an ideal University which would seek to combine the practical efficiency of the modern system of education with the high spiritual ideals of ancient India. Especially should we Hindus, with our glorious past, beware of the temptation to confuse patriotism with blind adoration of ancient days, coupled with a feeling of repugnance for everything modern and foreign. No nation is inpoverished by commerce with other nations; no civilisation can suffer by intercourse with other civilisations and by an intelligent assimilation of the principles, ideas and practices that have proved to be beneficial to other peoples and countries. I trust, therefore, that the Benares University will gather the fruit of all ages and countries, will keep abreast of modern progress and will bring up her children to become healthy and strong and well-fitted to remould the destinies of India on sane, yet progressive, lines.

Location of the University.

The very location of this University, in the ancient sacred capital of Hindu India, which has maintained unshaken its spiritual sway through all changes of history, constitutes an inspiration, both remarkable and unique. There is a magic and enchantment about the very name Benares which thrills the heart and fires the imagination, setting in motion a long train of ennobling, patriotic and spiritual memories. Such sentiments should not, however, be developed to the prejudice of a liberal culture which sets its face against sectarian strife and jealousy while keeping its individuality. The Benares University should develop such a culture in its widest sense as the embodiment of a New and United India, and should aim at a definite preparation for citizenship, in the largest sense of the term, as one of the principal objects to be pursued. This will include moral education or training of character. I understand that, in America, where the problem of fusing a variety of peoples into a common nationality is as urgent, though perhaps not so difficult, as in India, education in citizenship, patriotism and loyalty to the constitution have been included amongst the objectives of the school system. The cultivation of the ethics of citizenship and patriotism is specially needed in India, where clan, tribe and caste have had a deplorable tendency to produce communal exclusiveness and differences. I trust that the compulsory education in Hindu religion and morals, which is a feature of this University, will result in the promotion of a liberal culture of the type contemplated above.

Besides, we have to bear another factor in mind. The modern age is characterised by the knowledge and cultivation of the physical sciences and by their increasing application to the methods of economic life. Scientific knowledge and economic progress go hand in hand, and form the very foundations of national life and, unless we achieve both, we are bound to fall behind in the march of progress. This University should, therefore, address itself to the development of its modern side by organising such practical faculties as those of Technology, Applied Chemistry, Agriculture and Commerce, so that trained talent may be available in the country for the development of its vast and varied material resources. Let the University turn out a new type of learned men; who will be fit to be the captains of our Commerce and Industry, leading the country along the paths of a sound economic advance and winning for her a leading place in the international industrial struggle.

There are some pepole who think that India is becoming over-educated, and who point to the large number of students seeking admission into the different Universities and to the glut that there is in the market for their services as reasons for their belief, but compared with foreign countries, the number of people who have any education in India is deplorably small, those possessing higher education is smaller still, and there seems to me to be no justification for regretting an increase in the number of our graduates. But all the same, there must be some good reason somewhere for the distrust and suspicion with which the overflowing of schools and colleges is looked upon by some friendly critics. I venture to suggest that the real trouble is not over-education, but mis-education, by which I mean the giving of the wrong kind of education. Doubtless, in early days, the necessities of Government Service had a predominent influence in determining the extent and character of the education given in India, and the evil complained of, *ziv.*, mis-education, is due to the insistence on a type of education which is no longer suited to our conditions, which has been outgrown in most other countries and which requires to be altered in accordance with the larger conceptions of education now prevailing. One of the inevitable results of this policy is the fetish which is still made of Government Service, which is the "be all" and "end all" of a majority of the graduates who leave our Universities. It looks a simple truism to say that popular education cannot in all points be similar to education intended for a limited purpose, or for a limited class, but it is the neglect of this truism that must be held to be responsible for one unsatisfactory aspect of education in India. The more popular a system of education is, the more thorough should be its impregnation with the industrial spirit, which will also have the further effect of giving the precept regarding the dignity of labour more reality, than it has possessed so far in India.

Technology—Its importance.

It is gratifying to find that the Benares University has already recognised the importance of Technology, and has made preparations for the formation of a Faculty in this subject. In this connection, we may gratefully acknowledge the princely donation which has been given by His Highness the Maharaja of Patiala in aid of the Department of Technology. I trust that the steps taken to establish the Faculties of Agriculture and of Technology will soon lead to tangible results. This country will, I am sure, realise that to equip and conduct a Technological Faculty on up-to-date lines, keeping pace with the improvements in the mechanical arts and sciences that are effected almost day by day, will cost a great deal of money, and that it will not be possible to carry on operations successfully unless the funds at the disposal of the University for this purpose are vastly increased.

Advice to the New Graduates.

I would like to say a few words to the new graduates, and especially those who are about to leave the University. I would impress on you, in the first place, the importance of discipline in schools and colleges and of self-discipline in after-life. There is no walk in life in which the observance of discipline is not essential to success. No army can fight without it, no athletic team can succeed in which discipline is not observed, no Government administration or business firm can "carry on" unless those members of it, whose duty it is to obey, submit themselves loyally to their leaders and so learn in time to command others.

Finally I would impress on you that you should endeavour to combine in your lives a real sense of religion with true culture; to believe that you owe a duty to God and to your fellow-men, and to aim at faith without fanaticism, difference without weakness, politeness without insincerity, and above all, integrity of character in thought, word and deed. The ideal is a high one, but you can at least try to live up to it. But even this is not enough. The country needs something more virile than the accomplished gentleman. It needs men of enthusiasm, even more than refined intellectuals pursuing the easy path of worldly wisdom, worldly compromise and worldly success. It needs men of stout hearts and strong hands, who will not allow their conscience to be drugged by sophistry of any kind, or their nerve to be paralysed by the fear of unpopularity, but will oppose wrong whenever found, and fight unflinchingly the battle of social justice and emancipation, on behalf of the weak and down-trodden. Like the Gurukula at Haridwar, every Indian University should aim at sending forth men filled with intense passion for service, and with zeal burning in their hearts. Indian Universities will be judged by two standards, firstly, by their contribution to discovery, invention and the expansion of the field of science and art; and secondly, by the number and the quality of the men whom they send forth, filled with a genuine devotion to the good of India and to the service of their fellow-countrymen of all grades and ranks, irrespective of caste and creed. I have every confidence that the Benares University, itself the child of patriotic labour and sacrifice and the inheritor of the highest traditions of a spiritual people, will be able to satisfy both these tests, and will take a foremost place amongst the influences that make for light and leading in our ancient and beloved Motherland.

It is my earnest hope—a hope which I know will be echoed by millions of my countrymen—that the Benares University may not only be an object of special veneration and solicitude to the Hindus, but may also attract, by the quality of its secular education, young men of all religious persuasions in India. The institution should be Indian first and Hindu afterwards. The graduates who receive their degrees to-day are a handful, but their number is destined to grow. I look forward to the day when young men from all parts of India will fill these lecture halls and, after completing their education, will go out skilled and capable, and equipped both mentally, morally, and physically to fight life's battles as citizens of this great country. If wisely guided, the University should, in due course, become a truly national institution of which every Indian, whatever his race or creed, might be justly proud.

FOOD SITUATION.

Opening remarks of Sir M. Visvesvaraya, Dewan of Mysore, at a meeting of principal officers of Government and leading non-official gentlemen, held at Bangalore on 16th November 1918.

Gentlemen.—The object of this meeting is to enable the officers of Government to take counsel with the representatives of the people and invite your co-operation in regard to the food situation which, as you are aware, has reached an acute stage. It has been brought on by a variety of untoward circumstances beginning with the war, by the export of food grains, short crop in other parts of India last year, restricted transport facilities both by land and sea, but mainly by the failure of the south-west monsoon.

The War.

Happily, within the last few days, one important contributory cause has been removed. I refer to the end of the great world war. We rejoice that the Allied Powers have won decisive victory and that the autocratic powers who began this destructive war have been themselves discomfited. This glorious victory we owe to the heroism and self—sacrifice of the armies and navies of the Allied Nations among whom the British Empire, by common consent, took the leading part and made the heaviest sacrifices. It is a matter for honest exultation that Indian troops were also privileged to take a share in this titanic struggle and that the loyal and unselfish co-operation of India on this occasion has resulted in raising the status of our country in the estimation of the other parts of the Empire and of the world.

Influenza.

The immediate cause of the disorganization of trade is the visitation of the influenza epidemic within the past six or seven weeks. On account of illness, their own or of members of their families, many of the merchants could not visit the weekly fairs regularly. The disease appeared in a mild form in July last and, after a period of slow incubation, it re-appeared in a virulent form and assumed serious proportions from about the 1st October.

It is estimated that nearly a fourth of the entire population were seized by the disease and that quite two per cent succumbed to it in a little over five weeks. Coming at a time when the poorer classes were suffering from malnutrition, the epidemic has worked great havoc among large masses of the population. In small hamlets, the loss of population has been as high as 10 to 25 per cent; in some cases, whole families have been wiped out.

When the epidemic suddenly developed, when the blow came, it caught us napping. Having regard to the extraordinary character of the disease, the Government and the people have done their best to mitigate the horrors of the situation. Our meed of praise is due to the Presidents of the two City Municipalities and Deputy Commissioners, to the many officers and subordinates of the Revenue and Medical Departments, and particularly to the numerous public men who came forward to assist Government and the Municipal authorities and gave freely of their money, time and energy. Nor should I omit to mention the enthusiasm of the younger generation—students and other volunteers—who showed such a fine spirit of unselfish service in carrying food and medicines to the very doors of the poor and the needy, without any regard to the risks they were running.

The disease which reached its climax between the 25th and 28th October is happily now on the decline everywhere, while in some places it has altogether disappeared. We have, therefore, breathing time now to concentrate our attention on the measures needed to meet the food situation.

Present Food Supply situation.

You are aware we recently took a rough census of stocks of food grains in the whole State. This disclosed a stock of about 56,000 tons of rice, 210,000 tons of ragi and 21,000 tons of jola (jowar), or a total stock of 287,000 tons. These are, of course, very rough figures and it is surmised that the stocks are very largely under-estimated. The general opinion of experienced officers and public men competent to judge the matter is that the actual stocks available are nearly 500,000 tons, or double what the estimates show. Subject to future verification, we may assume this figure for our present purpose.

To this stock, additions will be made in the coming harvest which, as you know, can only be a meagre one. The yield from this source may not exceed 3 lakhs of tons and, as it is calculated that the total supply of food stuffs needed for a whole year for the population of the State is about 11 lakhs of tons, we shall be left with a deficit of nearly 3 lakhs, before the next year's harvest can be gathered.

The staple food grains of the country are practically two, *viz.*, ragi and rice. It is well known that we cannot get ragi from outside and it is only rice that can be imported. It seems wise, therefore, to take steps to import at once at least one lakh of tons of rice, if we can get so much, and the balance during the remaining months. It must however, be remembered that rice is too expensive an article of food for our poorer classes.

The situation requires very close watching and as it will probably be changing rapidly, we must be prepared to revise our forecasts and plans and go on adjusting efforts to obstacles almost from week to week.

Government are aware that there is much suffering and many people are said to be subsisting on one meal a day. I have heard that in some towns people feigned illness in order to get a dole of *conji* intended for the influenza patients.

The immediate problem is how to allay the scare and secure, as far as may be possible, an equitable distribution of available stocks in all parts of the State. This, Government are confident, will be effected with your co-operation, and by the steps they are now taking.

Our hope is that the north-east monsoon may yet be plentiful and give us a *vaishakhi* crop. The clouds and rain are still with us but I have no opinion of them. They are not of the usual honest sort. They don't seem to mean business. Perhaps, the coming *mungar* or hot weather rains may be more favourable. The close of the war may relieve the tension; transport facilities may be released to some extent both by land and sea to enable us to import outside supplies.

On the other hand, we cannot ignore the fact that our assumptions as regards stocks are at present only a surmise. They may, on closer examination, be found incorrect. Supplies from outside may fail through lack of stock, consequent on the present world food shortage. If, after taking a correct inventory, it be found that a deficiency of supply must be faced, we must be prepared to ration the entire population. Although it is better to be forewarned, Government have every hope there will be no necessity for taking such an extreme step.

Action taken by Government.

Ever since August this year, the situation has been giving room for anxiety. Taking advantage of the powers conferred on them by the Defence of India Regulation, Government brought under control paddy, rice, ragi and jolam, as early as the 6th August. In September they took the further step of fixing maximum prices for certain food stuffs in Mysore, Bangalore and Tumkur Districts. An attempt has also been made to open grain shops through departmental or municipal agencies or with the help of private merchants or philanthropic citizens. Recently the Director of Civil Supplies and the Deputy Commissioners have been empowered to acquire private stocks. I would specially invite your attention to the Government Order dated 11th November, which lays down clearly the lines of future policy. The order has been communicated to the public also in Kannada. We have ordered an accurate census of food supplies and the preparation of a *plus* and *minus* statement of stocks for each town and village. Abstract statements will be prepared for each taluk and each district. We have also arranged for the association of non-official agency with Government officers in operations connected with the acquisition of stocks and in their distribution. We have appointed a whole—time Food Controller for organising food supply arrangements on uniform lines throughout the State and for regulating the movement of stocks from district to district. Action has also been taken to secure such supplies as can be had from British Indian Provinces and Burma. When the arrangements now ordered come into proper working order, I have little doubt we shall have acomplete command of the situation.

There are two or three allied matters to which I should like to refer in passing. Foremost among them is the necessity of economising food supplies. Economy means additions to our stocks and every citizen in the State should make it his duty to practise it now, and avoid all forms of waste. It is no use commandeering stocks if we are to hand them over for prodigal use. Our efforts will avail little without this much self-control on the part of the public.

Next, we have a large population among us which cannot earn enough to make both ends meet under the present high prices. Their earnings, where they have any, have not risen in proportion to the rise in prices. Each local area has a responsibility to provide for its own poor as far as possible. To this end, relief funds should be started and a complete organization brought into existence, aided, if necessary, by municipal and Government funds. I would bespeak your earnest attention to this question without loss of time.

Lastly, there is the question of finding employment for the labouring classes and the poorer cultivators. Large public works are in progress in several parts of the State, and there is no lack of employment. On the contrary, it is difficult to get labour in many places at present. Village works will be started and relief works begun at a later stage, as soon as the necessity is felt.

General economic situation.

The present economic situation in the State depends on a variety of causes, some external, some internal, some temporary, others permanent.

The supply and prices of food grains are governed chiefly by the conditions in British India and our ability to cope with a difficult situation, like the present, depends largely on a correct understanding of the situation and the policy followed in British India, and on the constant help and support of the Government of India, which we are glad to acknowledge, is at all times generously given.

The difficulties of our population are intensified by their low economic condition. If they can afford to pay for their food, high prices will cause no great hardship.

I have already indicated the temporary causes of food scarcity which are common to other parts of India, nay, to the whole world. The permanent causes lie deeper, the deepest being our poverty and low economic efficiency. There are large sections of our people who live a hand to mouth existence, whose standard of comfort is very low and who are abnormally sensitive to the effects of inferior harvests.

Gentlemen, I am never tired of reminding you that, as a people, we have little education and no organization ; our savings are slender, our stamina is poor, our earning power is low. Our people have not yet learnt that disciplined combination which is necessary for economic success. A people cannot have, at the same time, both the ease of the old world life and the advantages which come from modern industry and the adoption of strenuous business methods.

The war is over to-day. Reconstruction will begin to-morrow in every part of the civilised world, in the West as well as in the far East. Are there no reconstruction problems for us, while 90 per cent of the population you represent are yet illiterate and while 80 per cent are still living in mud houses and thatched huts?

But these are large questions and the present is not the time for such reflections.

Appeal for Co-operation.

I do not wish to exaggerate or extenuate the situation. But this much I will say, there is no ground for panic, at all events for the present. A complete workable scheme is before you and the representatives of Government are here to answer your questions, to ask for your views and to consider your suggestions. The public may also send in, any further suggestions they may wish to make, in writing to the Chief Secretary within the next two days. Any reasonable modifications necessary, as a result of these conferences and communications, will be given effect to immediately under the orders of His Highness the Maharaja. The mercantile community particularly must not chafe at restrictions, which are imposed in the interests of the people as a whole and which at the present juncture are necessary to avoid loss of life.

Lastly, I will venture to give you this piece of advice:—Keep your heads cool and loyally co-operate in carrying out the directions given from day to day, by the executive officers who will be assisted by committees, on which the public will be represented. So far as in you lies, give every help in your power to the officers and committees, co-operate with one another in your own towns and villages and see that the statements and returns are correctly furnished, that stocks are not held back, that merchants do not profiteer; and, for the rest, trust to His Highness' Government to do the right thing in the right way.

THE PROBATION SYSTEM.

A BRIEF DESCRIPTION OF ITS NATURE AND PURPOSE.

Note by the Inspector-General of Prisons, Rao Bahadur Rajakarya Pravina Mr. T. V. Arumugam Mudaliar.

Nature of the System

1. Probation is a system by which a reclaimable offender (whether a "first-timer" or not) is conditionally released so as to afford him an opportunity to reform. Instead of being charged with crime or committed to industrial or reformatory schools, not only because that the course is unjust to them but because it is unjust to other offenders in those institutions, the offenders are conditionally released and placed under the friendly supervision of a skilled social worker, known as a *Probation Officer*, with the knowledge that the efforts of the said officer are likely to have good results in correcting defects *both of character and surroundings.* For a period the offenders are watched by the Probation Officer, who studies their habits and surroundings, and makes efforts to change those unfavourable to their good conduct. At the end of the probationary period, the court reviews the case against the offender to sentence or acquit him according as his response has been good or bad to the opportunity offered.

Adult Probation and Juvenile Probation.

2. The mode of operation of the Probation system differs as the offender is adult or juvenile. In the case of adults, efforts at reformation are chiefly directed to the surroundings and character of the offender, and in the case of juveniles, attention is directed to the offender and his parents. The chief features peculiar to adults have to do with certain special methods framed to meet special classes of offences. The system of probation is chiefly confined, in adult cases, to misdemeanour, drunkenness (not habitual), failure to support wife or children, minor assaults and so forth, including certain cases of petty theft.

Voluntary Probation Officers and paid Probation Officers.

3. A practice which has added largely to the value of probation is that of inviting voluntary helpers to co-operate with the salaried probation officer in the rehabilitation of offenders. The paid probation officer's work is made much more valuable when allied with the voluntary forces of the community, than it ever could be without them. This system of combining salaried and voluntary workers conduces also to financial economy.

Necessary adjuncts to the Probation system:—
1. Chancery Courts,
2. Detention Homes &
3. Adult and Juvenile Court Clinics.

4. The Probation system requires provision for Children's Courts as distinct from Adult Courts, so that the children appearing there may be viewed not as offenders, but as wards of the State needing protection.

Necessity for Chancery Courts under the system.

Thus, it was considered necessary in America and elsewhere to establish Chancery Courts, because Magistrates in the ordinary criminal courts treat the offenders for what *should be* rather than for what they *are*. Under Chancery Courts, this difficulty is overcome where offenders are brought by summons instead of by warrants, where they are not charged with any crime, but are informed of facts for and against them, and the court takes action in the interests of society and the offender. The object of not charging the offenders with any definite crime and of telling them that they will not be sent to prison is to reduce the likelihood of perjury and thereby to make easier the subsequent efforts of the Probation Officer in this behalf. From the standpoint of probation the question of perjury has peculiar importance, for, by creating conditions whereby the culprit is induced to make a clean breast of his crime, the way is paved for securing his confidence which results in his becoming more receptive to the subsequent advances of the Magistrate and the Probation Officer in his behalf.

Necessity for Detention Homes under the Probation system.

5. In addition to Chancery Courts, it is also essential under this system that provision be made for special Detention Homes, because it is highly objectionable to commit to ordinary prison, while awaiting trial, any child or young person.

Necessity for Adult and Juvenile Court Clinics under the Probation system.

6. Since the Probation system cannot be applied in the case of physically or mentally defective offenders, Court Clinics have been recognised as being complimentary to, and allied with, the Probation system.

Before an offender appears in court, comprehensive inquiry is made into his social, mental and physical conditions and upon the data so acquired a diagnosis is prepared showing to which of these factors the offence is predominantly attributable. These investigations are made by a medical man assisted by specialists in Neuropahy and Psychology, and by experienced social workers. The diagnosis then goes from the clinic to the court, and the delinquent is referred back for such treatment as the diagnosis shows to be needed. And it has been found out by actual working of the clinic system, that the defects of many an offender have readily yielded to this treatment with good effects.

Offenders ineligible for the application of the Probation system.

7. In selecting offenders for release or probation, two purposes are kept in view, *viz*, (1) protection of the community and (2) reclamation of the offender. This system is inapplicable to offenders confirmed in criminal habits. Premeditated assaults for revenge or gain, criminal assaults on females, and crimes resulting in the corruption

of children and cases of habitual drunkenness are altogether outside the scope of the Probation system.

Offenders eligible for selection under the Probation system.

8. The crimes for which probation is most extensively used are offences against property, and when once it is considered that a great proportion of crimes consists of crimes against property, the need for the probation system becomes the greater. Probation has also proved of value in drunkenness (not habitual). The application of probation to men who abscond from, or otherwise refuse to support, their familes has been much used both in England and America where offenders of this type appear to be specially amenable to probationary treatment. Street offences, gambling and the like offences have also been successfully remedied under this system.

Three essential factors which contribute to the success of the Probation system.

9. There are three essential factors which make the Probation system a success.

(1) *Suitable cases.*—In releasing an offender on probation, the court should be in possession of the offender's record and environments to determine whether he should be released on probation. In the absence of this requisite information, needless risk, *i.e.*, of releasing unsuitable offenders, is run as a consequence.

(2) *Qualified Probation Officer.*—This is the second factor contributing to the efficiency of this system. To be a suitable probation officer, a man must possess insight, sympathy and power of leadership. In order to exert the requisite force and vigour and sustain the physical demands of the work, it is imperative that he shall be smart and not be too old. The system gains much when administered by men possessing personality and good educational qualifications, and to do justice to the community and to the offender Probation Officers should have practical knowledge and experience of social conditions.

(3) *Prompt report by the Probation Officers of the Probationers who violate the terms of probation.*

Probation—a better system than reformatories and prisons.

10. It may be proved that the Probation system is superior to, and better than, Prisons and Reformatories. Prisons directly safeguard society only during the term of their inmates' imprisonment. Prisons cause offenders to lose their employment, and thus increase the likelihood of further misconduct. Prisons leave an indelible stigma on their inmates, which makes it difficult for them to get employment. In a prison, an offender is deliberately compelled to associate with vicious characters. Prisons fail utterly to treat each offender individually. When jailing is used for property offenders, there is no possibility of restoring to the victim the value of his goods. In Jails, prisoners are supported by Government, and their families are neglected, and probably their homes may be broken up which create a risk of further wrong-doing on the part of their members. Finally, the maintenance of prisoners in jails has everywhere been a heavy financial burden.

Probation is a system which helps to get over all these difficulties and from the points of view of finance, society and the offender, it is a better system than the present prisonage.

Comparing this system with the reformatory and industrial institutions, it is obvious, at the outset, that the Probation system takes a better view of the elements of conduct. Reformatories and industrial schools recognise only the individual element, and concentrating on the individual, surround him with favourable influences in the hope that when released, the offender's power of resistance will be greater than the attraction of his environment, whereas the Probation system, taking note both of sorroundings and individual, tries to correct both. The Probation system does not shut off offenders from the minute of everyday life as do institutions.

Defects of the system.

11. As regards the defects of the Probation system, it may be remarked that, if it has been found unsuccessful anywhere, it is due not to any innate defects but to flaws in the administration thereof. At every time, the failure has been assigned to one or more of the following causes, *viz.*—

(1) inefficiency of the Probation Officer;
(2) selection of cases unsuitable to come under the system;
and (3) absconding nature of some probationers.

It is obvious therefore that in order to employ probation and carry it to a successful end, it should be guarded against the causes enumerated above.

Conclusion.

12. In consideration of the facts that Probation is a better system than prisons and reformatories and that wherever it has been in force, there has been decidedly a diminished ratio of crime to the population, it is desirable to enact a law providing for Probation in the Mysore State also. With the introduction of this system, Government will be relieved, to a large extent, of the expense of the maintenance of prisons; society will be freed from the risk of outrages which the liberated prisoners may again make upon it, and unnecessary commitment to Reformatories and unprofitable, from the therapeutic and deterrent points of view, commitment to jails of adult offenders, are put an end to.

The cost of maintenance of the Probation system will be but a small fraction of the net cost to maintain the same number in jails. The Probation system causes the prevention of waste in productive power, and the results to society by reformation of offenders in a large number of cases, will be better under this system, than those obtainable through prison sentences.

THE PRINTING ART.

A BRIEF SKETCH OF ITS ORIGIN AND DEVELOPMENT IN MYSORE, BY MR. D. B. RAMACHANDRA MUDALIAR, SUPERINTENDENT, GOVERNMENT PRINTING, BANGALORE.

PRELIMINARY REMARKS.

THOUGH the art of printing, as we all know, is of a purely Asiatic origin, having had its birth in the land of our Chinese brethren, yet it is within the memory of many still living, that there existed no little prejudice in this country against printed books. They would not be admitted to our *sanctum sanctorum* on the " Vahi Puja Day," better known as the " Saraswati Puja Day," manuscripts alone being accorded that high honour. They used to write out books, though printed copies existed, and keep them specially for this purpose. But this dislike, great as it was, has with the advance of time so completely worn away, that the first introduction of the child to the world of letters is now made almost everywhere through a printed book. This art has now entered so deeply into our daily life that it is hardly possible to think that any one would doubt the value or importance of this wonderful mechanical device invented for fighting against ignorance.

I think in this State it has as yet not received all the attention it deserves, although the number of presses has been showing a gradual and perceptible increase. But, before we consider what we should do to improve the situation, it would, I think, be well that we looked back for a moment to ascertain what has been achieved till now. I propose, therefore, to say a few words by way of taking a retrospect. It may be convenient to divide the subject into three parts, the first being devoted to the origin and growth of the Government Press; the second to a sketch of the progress achieved in this direction in the two premier cities of Bangalore and Mysore; and the third to an attempt at pointing out what steps we could, with advantage, take for improving the efficiency of private presses, in general, throughout the State.

GOVERNMENT PRESS.

The Government Press traces its origin to the Rev. J. Garrett, who, as far back as the year 1840, with a committee of missionary gentlemen, was managing a small printing press for the Wesleyan Mission Society, established within the premises of the Wesleyan Mission High School, near Ulsoorpet, Bangalore. It is also said that he got a few Indian workmen from Madras and Bellary. His equipment consisted of two small-hand presses, with the requisite printing materials and type, and a staff of about 20 men. Mr. Garrett subsequently persuaded Sir Mark Cubbon, the then Chief Commissioner of Mysore, to establish a Government Press for doing Government printing work. The proposal met with approval and a Government Press was for the first time opened at Bangalore, with Mr. Garrett as its first Superintendent. Mr. Garrett was also a literary man and an educationist of note and when he was elevated to the post of the Director of Public Instruction in Mysore, his son, Mr. J. P. Garrett, became the Superintendent.

With Mr. J. P. Garrett was associated one Mr Rangiah Chetty, a gentleman who rose from the ranks to the post of the Manager of the Government Press. The Press then consisted of 5 hand-presses, and a small staff of about 30 men.

It may be interesting to note here that the *Mysore Gazette* was started in 1866 under the authority of the Commissioner of Mysore, with Mr. L. Ricketts as editor, and the first issue was published on 7th April 1866. On 21st April 1869, this office was combined with that of Superintendent, Government Press.

Messrs. H. Hudson, T. T. Leonard, H. H. Sparkes and G. Hume-Wright, then successively held the office of Superintendent until in 1905, Mr. C. H. Yates, a practical expert printer of vast experience was appointed Superintendent. He completely overhauled the Press which owes its present efficiency to him.

The press was first located in the old Tippu Sultan's Palace, Fort, Bangalore, and subsequently, on the completion of the Public Office buildings, was removed there. In 1873, the first quadrangle of the present Government Press building in Bangalore was constructed. A second quadrangle was added to the main building in the year 1894, and a third one in 1914. Besides the various branches of the Press, the Stationery Depot is also located in the present buildings since 1895 and the Stamp Manufactory since 1914.

At first, almost all the printing was done by means of hand-presses. In 1893, three machines were introduced, and two more were added in 1903, and another 12, between the years 1905 and 1915. The machines were worked by hand-power only until 1896, when a gas-engine of six horse power was installed to work them. In 1907, this was displaced by electric power. The number of hands now employed in the Press, Stationery, Stamp, Gazette, and Publication Offices, all told, is over 500. There are now at the Press one monotype composing machine, 18 printing machines, 11 printing presses, 32 binding, typecasting and other machines, and 28 miscellaneous presses, or 90 in all; and about 100 tons of type and other materials valued approximately at three lakhs of rupees.

A school on a small scale has been opened in the Press to train boys in printing. Every facility is also being given to the employees of the Press to study and appear for the printing examinations of the Government of Madras. Even private printers have been invited to join the printing class, but as yet only a few have taken advantage of this offer.

There were originally three branch presses attached to the Government Press, one at the Central Jail, Bangalore, worked by convict labour which was abolished in the year 1907; another attached to the Central College, Bangalore, which even now continues at the same place but independently of the Press; and a third one at Mysore. The Mysore Press had at first been attached to the Jagan Mohan Palace. With the increase of work, new buildings had to be found for it. It is now much enlarged both in its working capacity and stock, and is located near the Kukkarahalli tank in the old distillery buildings. There are at present in this Press, 4 machines, 3 presses and 5 other presses of all kinds, and about 3 tons of type, with a stock valued approximately at Rs. 10,000, and a staff of about 30 men with a foreman at its head.

The number of pages composed in the year 1887 was 8,341, while in 1916, it was 78,776, which is about ten times as much. During every fifth year, there has been a cent per cent rise in the outturn. The number of impressions rose from 1,625,592 in the year 1887 to 25,572,609 in the year 1916, representing an increase of about fifteen times. The number of books bound has also increased from 203,188 in the year 1887 to 1,124,808 in the year 1916, *i.e.*, an increase of five times.

The figures showing the fluctuations in the number of books and periodicals published in the State are interesting. For five years from the year 1887, the number went up steadily from 107 to 242, while during the next five years, it came down to almost half, due perhaps to the want of enterprise on the part of the authors; and then, again, it seems to have been seriously affected during the next ten years by another half, so that in the year 1908, it came down to 57 from the high figure of 242 of the year 1892. This fall must have been due probably to the disturbances caused by the plague since 1898. From the year 1909, it has, however, risen again, so that in the year 1916 the figure has gone up to 178, though it has not yet reached the original maximum of 242 of the year 1892. During the year 1916, 178 books and periodicals were published within the State. Of these, 117 were in the vernaculars spoken in the State, 39 in the English language, 6 in the Indian classical languages, and 16 in more than one language. There is still ample scope for improvement in this direction.

The expenditure of the Press has risen from Rs. 27,485 in the year 1887 to Rs. 1,49,257 in the year 1916, representing an increase of six times. With the increase of work, the cost naturally increases, and it is much more now owing to the prevailing unusual conditions.

PRIVATE PRESSES.

Having now briefly sketched the history of the Government Press, I shall refer to some of the long-standing private presses within the cities of Bangalore and Mysore, as far as information could be gathered about their history. Private enterprise in the direction of printing was first stimulated in the year 1862, by the establishment of a press known as the "Vichara Darpana Press" in the city of Bangalore, by one Mr. Holakal Narasimhaiya. Mr. Karur Ramaiya, his manager, subsequently purchased it and his grandson Mr. K. Ramaiya is the present proprietor.

The Book Depot Press is the next oldest in the city. It was established in 1872, by Mr. V. B. Subbiah, and is now working under the supervision of Mr. V. B. Srikantiah, the son of the founder.

The press started by one Mr. Black, seems to be the oldest in the Civil and Military Station. The *Bangalore Herald* and the *Bangalore Spectator* were printed there. Mr. J. Hayes started another press, and issued an English newspaper known as the *Bangalore Examiner*, and also a Kannada newspaper, the first of its kind in the Civil and Military Station. Later on, Mr. Houlston started the *Daily Post* and established a press for it. This press was subsequently amalgamated with the *Examiner* Press and the combined press became known thereafter as the *Daily Post* Press.

Next comes the Caxton Press which was established in the year 1871 by Mr. T. T. Leonard, on a small scale, for the publication of a tri-weekly newspaper. Mr. Venkatarama Iyengar purchased it from him in 1881 and the bi-weekly paper known as the *Evening Mail* was being printed there. It has been recently transferred to the Residency Road in the Civil and Military Station, while a branch of it has been opened in the Fort in the city. Both these presses are now under the management of Mr. K. Narayana Iyengar.

In the Mysore City, the Star Press seems to be the oldest, having been established in the year 1868, by Mr. Veerasangappa. This press continues to do good work even now and maintains its original reputation, and is being managed by his son, Mr. Virupakshaiya.

Most of the private presses referred to were using hand-presses until very recently. When the economic activities of the State gave scope for more work within the past five years, some of them installed new printing machinery. There are in all about 60 presses in the State. They have been striving to make their concerns as profitable as possible; but I think they are severely handicapped in various ways.

SUGGESTIONS FOR IMPROVEMENT.

A few suggestions as to how best the work of private presses might be improved or placed on a more satisfactory footing may, I think, be not out of place.

Some of the chief causes which, even under efficient management, retard progress are:—

(1) Want of adequate capital to purchase the most up-to-date machinery, type, and material to cope with increased work; and want of efficient management in carrying out the work with expedition.

(2) Disinclination to invest money on this business for fear that the investment may prove a failure.

(3) Lack of enterprise and energy to push on the business, and work it up to a profit.

(4) Want of adequate supply of skilled labour, such as compositors, machinemen and binders to keep pace with the large demand that there is now for men possessing some knowledge of the art.

The remedy lies with the proprietors and managers, or capitalists themselves. Their business methods should attract competent workmen. It is, I should think, erroneous to assume that a printing concern will not prove a profitable one or pay its way out. A fairly good capital, application to business, and prompt execution of orders will, I think, not fail to advance the craft, seeing that in other countries, and under almost similar circumstances, it has been found avery lucrative trade.

It is interesting to note that, while Calcutta has one press for every 62,000 of population, Bombay—one for every 68,000, and Madras—one for every 65,000, we here in Mysore have not even one for a population of 100,000. This indicates that our progress in this direction also has been very slow. The Government have, however, evinced much interest in the advancement of private presses. They passed an order in the year 1913 offering the following facilities:—"That the Superintendent of the Government Press will, on receipt of a requisition from a private press, inspect and overhaul it, and give all facilities for procuring materials and type from the English market at cheap rates, and render all possible advice." But it is to be regretted that very few have as yet taken advantage of the concessions so graciously allowed by Government.

In the Mysore State, there were in the year 1887, 10 presses while we have about 60 presses now, every one of which, with a single exception, is at present being managed by laymen. Their knowledge is the result, not of any regular study or training, but of what has been gained by being in constant association with printing work in their own private presses. It is possible that if the proprietors made up their minds to undergo some training in their profession, much labour and expense now unnecessarily going to waste might probably be prevented.

I have known cases where, by injudicious management, the concern has in the long run suffered. In a certain case, the proprietor was charging a finished work at almost 50 per cent below the actual cost, not because he wanted to incur loss, but on account of a miscalculation of labour, depreciation, supervision, etc. When I questioned the proprietor about this, the answered that competitioln was so very keen that he had to charge low rates. Of course, this was irrespective of his miscalculation. I told him that, whether there was competition or not, he was not justified in giving away the work for less than the actual cost, or practically for nothing. In another case, a proprietor complained to me that he was suffering for want of work, but my answer to him was that a lot of work was being sent out of Bangalore for want of capable local presses to do the work satisfactorily and that the remedy lay with himself. Besides, there are several things in a press which require special attention. I have noticed in some presses unnecessary stocking of type and material, never used at all, while the most necessary ones are never stocked. It should be the first aim of a printer to use up-to-date methods of production and labour-saving appliances. For instance, one cabinet case frame which will occupy quarter ground spaceand yet provide for a dozen cases, is doubtless preferable to a number of racks and frames of type-cases, and so on.

There is yet another important item, and that is, the method of calculating the cost of work turned out. I apprehend that private printers mostly undervalue their work for fear of losing their customers. This is a grievous mistake. It should be remembered that, while calculating the cost of production, the several items of work and labour involved should be very accurately noted, and care should be taken to add the approved percentage on the investment for wear and tear and depreciation charges; and another small percentage should be added for extra care and expedition bestowed on the work.

To render immediate aid to private presses, not only has sufficient work to be found, but adequate financial help has also to be rendered for enabling them to buy the requisite material and type. After satisfying themselves that they have enough capacity to manage a press, a reasonable sum of money should be advanced by Government, on the security of the concern itself, to be repaid in small monthly instalments. It would, perhaps, be a great advantage to open a small store, under Government auspices, for stocking and selling to the printers their daily requisites, and supplying the same to private presses on favourable terms.

It would also be well to depute an officer of Government to go round the several presses in the State, and explain to the proprietors the improved methods of working, now adopted in modern presses, and afford them the necessary assistance in procuring modern and efficient machinery, type, etc.

In the case of new presses to be hereafter started, Government should give, on proper security, loans to the owners for starting their business on improved lines. If some such system for overhauling and helping private printers be adopted, I am confident that, in the course of the next five years, several new presses would come into existence throughout the State, capable of turning out much superior work on a large scale, which would not only afford occupation to a number of workmen, but also profit the capitalists.

MODEL PRIVATE PRESSES.

Having briefly pointed out the drawbacks and the remedies, I may mention the name of two presses which may be considered as patterns of excellence. The Wesleyan Mission Press at Mysore, under the able management of Mr. T. Gould, an expert printer, has been turning out very good work. The press is well fitted up with most modern machinery and type, which naturally bring credit to it for first rate work. Next comes the latest venture, the Printing and Publishing Company, Limited, of Bangalore, which was started in the year 1917, under highly auspicious conditions. There is not only adequate capital here, but also up-to-date appliances. Their investment, I understand, exceeds three lakhs of rupees. The management is based on most approved business lines, and the fact that it is working under the direction of our esteemed citizen, Rajashbhabhushana Dewan Bahadur Mr. K. P. Puttanna Chetty, C.I.E., is a sufficient guarantee that it may prove one of the most typically efficient concerns. The development of these two presses augurs well for the future of printing in our State.

CONCLUSION.

I am confident that, under the special impetus given by His Highness' Government through the Economic Conference, every private press in the State will, within the next quinquennium, turn out to be a profitable enterprise, and that Mysore will not lag behind other parts of India in her printing resources, which is a no small index of the spread of enlightenment in the land. For, let us remember that the word *press* no longer indicates the inanimate thing it did, and even now sometimes does, indicate; but signifies an almost animate and potent thought-power. It marks the stages in the march of civilization. With the development of a University, its sphere of usefulness and activities is bound to be much larger than ever before.

As the University fosters knowledge, the need for printed literature will naturally increase. The newspaper has already become indispensable, not only to the literate but also to the ignorant man-in-the street, on account of such events as the great War. We can imagine what should be our feelings, if all the newspapers and journals were suddenly stopped, and kept us in ignorance of the great speeches of Mr. Lloyd George and President Wilson. The art of printing has been the mother of modern intellectual advancement—an advancement which spreads nowadays in as many years as it took centuries in pre-printing days.

May knowledge increase, flourish, and bless our State which has the unique good fortune of being governed by a Ruler, who is second to none in his solicitude to increase the enlightenment of his loving subjects, who ever pray for his long life, is my earnest prayer to God Almighty!

W D 1319—GPB—500—27-2-19

PART I—Orders of Government (Mysore).

FINANCIAL.

Finance Committee.

RULES FOR THE ELECTION OF A MEMBER OF THE REPRESENTATIVE ASSEMBLY.

1. The members of the Assembly in each district when they meet at the District Headquarter Station for the selection of subjects for the Second Session of the Representative Assembly will nominate from among themselves the following number of members for election to the Finance Committee :—

Bangalore and Mysore—3 members each.
Other Districts—2 members each.

2. Deputy Commissioners will submit to Government a list of such names not later than the 5th March 1919.

3. A voting paper containing all such names will be sent to each individual member direct from the Secretariat not later than the 7th of March.

4. Each member will return the voting paper sent to him scoring out all the names other than that of the one member for whom he votes. These votes should all be forwarded so as to reach Government not later than the 16th March.

5. The result of the voting from the eight districts will be ascertained in the Secretariat. The member in whose favour the largest number of votes are recorded will be considered to have been elected to serve on the Finance Committee and his name will be duly notified in the Gazette along with the names of the other non-official members of the Finance Committee.

6. In the event of two or more members securing the same number of votes which is also the largest Government may choose one of them by lot and such member will be considered to have been elected by the members of the Assembly to serve on the Committee.

G. O. No. G. 16710-70—R. A. 36-18-1, dated 8th February 1919.

Finance Committee.

RULES FOR THE ELECTION OF A NON-OFFICIAL MEMBER OF THE LEGISLATIVE COUNCIL.

1. Before the 10th January every year, such of the non-official members of the Legislative Council as desire to stand for election to the Finance Committee will intimate their names in writing to the Secretary, Mysore Legislative Council.

2. A list of such names will be published in the Gazette not later than the 25th of the same month, and the election of a member to the Finance Committee will be out of these names only.

3. The election will be by votes to be taken on voting papers containing the names notified under the above rule and supplied for the purpose by post to the members before the 10th February.

4. The voting papers will be returned by post duly registered or by delivery in person to the Secretary, Legislative Council, before the 20th February.

5. Each member will be entitled to choose one name only out of the list.

6. The result of the voting will be ascertained in the Secretariat, and the member in whose favour the largest number of votes are recorded will be considered to have been elected to serve on the Finance Committee, and his name will be duly notified in the Gazette along with the names of the other non-official members of the said Committee.

7. In the event of two or more members securing the same number of votes which is also the largest, Government may choose one of them by lot, and such member will be considered to have been elected by the non-official members of the Legislative Council to serve on the Committee.

G. O. No. G. 16870-930—Legis. 32-18-1. dated 10th February 1919.

The Collecting Savings Bank.

INSTITUTION MADE PERMANENT IN BANGALORE CITY.

The Bangalore City Collecting Savings Bank, introduced as an experimental measure, has worked successfully. The Institution is therefore made permanent, and the Collector thereof confirmed on a pay of Rs. 50 with a conveyance allowance of Rs. 15 per month. He will also be provided with two khaki suits every year.

Government also direct that the scheme be introduced into Mysore City, as well as Bowringpet (including Kolar Gold Fields), as an experimental measure for one year, as recommended by the Comptroller and that the Collectors thereof be started on a pay of Rs. 40

with a conveyance allowance of Rs. 15 per month. They will also be provided with two khaki suits.

G. O. No. Fl. 4352-402—G. F. 63-18-5, dated 3rd March 1919.

Government receipts and expenditure.

PUBLICATION OF STATEMENTS IN GAZETTE.

The Comptroller's proposal to publish monthly in the *Mysore Gazette* a statement of Government receipts and expenditure for the information of the public is approved.

The statement will contain all the major heads of the revenue and expenditure including capital expenditure heads but excluding debt heads. No grouping or lumping of heads should be made.

The Comptroller should arrange to publish the statement regularly about the middle of the second month following that to which the figures relate. If there is delay for more than one week in publishing the figures the reason therefor should be explained in a special communication to Government.

G. O. No. Fl. 4885-50—G. F. 220-17-6, dated 28th March 1919.

REVENUE.

Village Improvement Works.

WAIVING OF THE RECOVERY OF CONTRIBUTIONS FROM VILLAGERS.

In view of the present acute food situation caused by the high price of ragi, etc., Government consider it desirable as a measure of relief to waive the recovery of contribution from villagers for Village Improvement Works in selected taluks, and to start such works urgently. The Revenue Commissioner is requested to submit at once a list of taluks or parts of taluks, where such relief is called for. It will be noted in this connection that in Government Order No. R. 7098-106, dated 9th December 1918, sanction had been accorded for starting Village Improvement Works in the Gundlupet Taluk, up to a certain limit without recovery of the usual contribution from the villagers till the end of December last. Progress of works started under that Government Order should also be reported.

G. O. No. R. 11706—R. M. 4-18-86, dated 13th March 1919.

Land Revenue Administration.

GOVERNMENT REVIEW ON THE REPORT FOR 1917-18.

Season and Agriculture.—The seasonal conditions during the year were, on the whole, satisfactory, although the average rainfall during the year 1917 was 43·09 inches, being 5 inches less than that of the previous year.

The Mungar rains were timely and copious in the Bangalore, Kadur and Chitaldrug Districts but poor and scanty in the other districts, which gave cause for some anxiety in the beginning. The later rains of September were, however, copious.

There is no information in the report regarding the damage said to have been caused to crops by the caterpillar pest. The action taken thereon by the Agricultural Department should be reported to Government.

All the tanks received a sufficient supply of water and no difficulty was felt either for fodder or drinking water anywhere. The outturn of the important crops was a little less than in the previous year but the yield under sugarcane was better than in 1916-17.

The net result of the year's darkhasts and razinamas was an increase in the area under occupancy by 32,241 acres bearing an assessment of Rs. 19,935, the increase occurring in all districts except Mysore, where there was a fall chiefly due to resignation of a third portion of the raiyats' dry holdings in three taluks to provide for grants to expropriated raiyats under Krishnarajasagara. This increase represents only a very small fraction of the large extent of nearly 8 lakhs of acres of assessed waste land still available for cultivation. An extent of 14 lakhs of acres of Amrut Mahal kaval lands have recently been thrown open for cultivation. Government have passed orders separately about the early sub-division of these lands with a view to effect prompt disposal of darkhasts.

The total cropped area fell from 65,25,850 acres to 64,36,789 acres, but the proportion of cropped to occupied area rose from 81·7 per cent. to 82·3 per cent. The fall is attributed to failure of Mungar rains in the Tumkur District, and the paucity of labour in Shimoga. One noticeable feature was the partiality shown to industrial crops in consequence of which there was a shrinkage in the area devoted to foodcrops; thus the areas devoted to sugar-cane and cotton are both reported to have increased, while there was a fall of 3,199 and 10,440 acres in the area devoted to ragi and cholum respectively. As against this, it is satisfactory to note that there was an increase of 6,149 acres under paddy due to the expansion of wet cultivation under the Krishnarajasagara. It is desirable owing to any likely shortage of food-grains to encourage the extension of cultivation in tank-beds and other lands lying waste and the Revenue Commissioner is requested to report, in his next report, the result of the orders issued recently giving concessions in respect of such cultivation. The Revenue Commissioner is also requested to furnish in future reports figures relating to the area under cotton, similar to those furnished in respect of paddy, ragi, cholum, horse gram and sugar-cane and to review the extent to which this crop has replaced food-crops.

Condition of the people.--The year was on the whole a prosperous one. The outturn of crops was fair. The produce fetched better prices owing to great demand from outside and conditions brought about by the war. Landless classes, however, suffered much, as also agricultural labour owing to the abnormal rise in the prices not only of all staple grains but of clothing and of almost every necessary of life. Trade was generally dull owing to shortage of railway waggons and consequent transport difficulties. The money market was tight. Coffee planters in spite of good crops, suffered owing to the embargo on coffee. With a view to afford relief to them, Government sanctioned a special scheme of loans to them.

Public Health was not satisfactory. The number of births decreased by 16,359. In spite of the decrease of deaths from plague, the total number of deaths was 6,194 more than in the previous year, due mainly to cholera particularly in Kolar and Mysore Districts.

Cattle.—Owing to the prevalence of Rinderpest in a virulent form in almost all the districts and of Black-quarter in parts of Mysore, Tumkur, Kolar, Hassan and Chitaldrug Districts, the total cattle mortality rose from 89,023 in 1916-17 to 97,036 during the year under report. The number of cattle inoculated during the year against Rinderpest and Black-quarter was, however, less than in the previous year, being only 26,302 against Rinderpest and 1,739 against Black-quarter as against 34,181 and 5,152 respectively in 1916-17. Government note with regret that the mortality continues to increase unabated. The loss of such a large number of cattle from illness is a serious drain on the economic resources of the agricultural population and every endeavour is necessary to reduce the mortality by effective measures. There was a rise in the total number of cases admitted into the Veterinary Hospitals and Dispensaries during the year. Four new Dispensaries were opened during the year at Chikballapur, Maddagiri, Saklespur and Tarikere and orders passed for the opening of four more at Nanjangud, Dodballapur, Chintamani and Honnali. The improvement of the existing Veterinary institutions which in most cases are located in unsuitable buildings and devoid of necessary conveniences, requires the urgent attention of the Revenue Commissioner. Orders were passed in February 1918, sanctioning the scheme for a re-organization of the Civil Veterinary Department to which a reference was made in last year's review. The order should be given effect to as early as possible

Darkhasts.—It is reported that there was a slight increase in the number of darkhasts received in the districts of Shimoga, Kadur and Mysore, while there was a decrease in the other districts resulting on the whole in a decrease in the number of receipts by 2,664 as compared with the previous year. The total number of cases including arrears at the beginning of the year that had to be dealt with during the year was 19,195. of which 9,587 cases were disposed of, leaving a balance of 9,608. Of the pending cases, 1,648 are reported to be more than two years old and 1,777 more than three years. The delay in the disposal of many of the pending cases is said to be due to want of suitable agency to effect the necessary sub-divisions which require to be made before the lands applied for could be disposed of. Government regret that there was no improvement in the disposal of darkhasts during the year under review. Government have passed orders on the proposals made by the Revenue Commissioner to expedite sub-division work, but they are constrained to remark that the large pendency of applications for land at the close of every year not only causes loss of revenne to Government but also retards extension of the arable area and is not creditable to the Revenue Department.

Darkhasts under special rules.—As the period for which the scheme of Eksal cultivation had been sanctioned expired long ago, it is not clear how applications were entertained under it. The Revenue Commissioner is requested to expedite the submission of the special report about this scheme which is long overdue.

The progress under the Large Landed Estates Scheme is disappointing. Since the inception of the scheme, only 14 estates covering an aggregate area of 1,481 acres are reported to have been formed. The number of applications pending disposal is large, and special efforts should be made to reduce the arrears. It is hoped the arrangements sanctioned in Government Order No. R. 8951-9000—L. R. 65-17-23, dated 28th February 1918, will tend to popularise the scheme.

Revision Survey and Settlement.—Revised rates of assessment were sanctioned by Government in respect of Koppa and Arsikere Taluks, during the course of the year. The revision takes effect from 1918-19. Revised rates sanctioned already for Tarikere Taluk were brought into effect during the year under report.

Jamabandi.—Government regret that in spite of repeated instructions, the Jamabandi operations still continue to be rushed and completed long after the due date. Default in the latter respect was most noticeable in the Tumkur, Hassan and Shimoga Districts and in the former respect in the Kadur District.

Demand, Collection and Balance.—The Land Revenue current demand for the year was Rs. 1,09,27,385 or Rs. 92,949 more than the previous year. The increase was chiefly due to the introduction of revision settlement into the taluks of Kadur and Tarikere and to some extent to the expansion of cultivation.

Inclusive of the arrears pending at the beginning of the year which were reported to be Rs. 14,66,172 in last year's report, but which are now reported to be Rs. 15,34,474, the total gross demand for the year was Rs. 1,24,61,879. The discrepancy shows that the arrear accounts require closer scrutiny at Jamabandi. Out of the gross demand, a sum of Rs. 99,25,135 (or 90·8 per cent against 91·2 per cent in 1916-17) was collected on account of the current demand and Rs. 9,61,634 (or 62·6 per cent against 68·1 per cent in 1916-17) on account of arrears, while a sum of Rs. 73,859 out of the arrears and a sum of Rs. 157 on account of the current demand were remitted as irrecoverable. The total collection thus amounted to Rs. 1,08,86,769 or 87·8 per cent of the net recoverable demand against 88·2 per cent in 1916-17. The balance at the end of the year was Rs. 15,01,094 against Rs. 15,34,494 at the end of the previous year out of which Rs. 49,900 related to the arrears of previous years and Rs. 10,02,093 to the current demand.

Collection work was good in the Chitaldrug and Shimoga Districts where the collections amounted to as much as 97·1 and 93·3 per cent of the net recoverable demand and poor in the districts of Hassan, Kadur and Mysore where the percentages are as low as 79·5, 85·2 and 84·4 per cent respectively.

Mohatarfa.—Excluding the Mysore District for which no return is reported to have been received, the total current demand under Mohatarfa for the other 7 districts was Rs. 2,34,073 and the total demand including arrears was Rs. 2,63,933 and the total collection including remissions was Rs. 2,31,756 or 87·8 per cent of the total demand against 88 per cent in 1916-17. The percentage of collection was best in the Chitaldrug and Tumkur Districts being 97 and 95·2 per cent respectively, good in Bangalore with 90 per cent and bad in the other districts especially in the Hassan District with only 73·1 per cent.

Coercive processes.—The number of coercive processes issued during the year was less than in the previous year by 13,326 and the amount realised by these measures amounted to 8·10 per cent of the total collections against 8·92 in 1916-17. Over 93·9 per cent of the amount recovered by coercive processes came in by the issue of mere demand notices. There was an increase in the number of sales of occupancies and alienated holdings under Section 159 only in Tumkur, Mysore and Hassan Districts.

Raiyats' receipt books.—The system of granting receipts from counterfoil books where pattas are not produced was introduced in all the districts during the year.

Land Improvement and Takavi Loans.—Out of Rs. 1½ lakhs allotted for Takayi advances and Land Improvement Loans, only Rs. 85,330 or 56·9 per cent (against 62 per cent in 1916-17) were utilised out of which Rs. 31,510 were given as Takavi advances in 203 cases, Rs. 4,500 for the sinking of irrigation wells in 36 cases and Rs. 49,320 for other land improvements in 221 cases. Out of a total of 1,348 applications under all heads that had to be dealt with, loans were sanctioned only in 460 cases and refused in 280 cases, leaving a large balance of about 600 cases. The result cannot be considered satisfactory. The instalments that fell due during the year including arrears were Rs. 92,509, 41,193 and 68,087 respectively under the above three heads, out of which Rs. 62,747, Rs. 34,254 and Rs. 44,601 were collected representing 67·8 per cent, 83·1 per cent and 65·5 per cent against 72·9 per cent, 83·3 per cent and 64·2 per cent respectively in 1916-17 and 64·2 per cent and 66·3 per cent and 44·04 per cent in 1915-16. Government regret that there has been no improvement during the year in the disposal of loan applications and that the work of collection of instalments was worse than in the previous year.

Tanks.—Three hundred and nineteen major and 596 minor tanks were restored or repaired during the year at an outlay of Rs. 1,98,305 and Rs. 1,46,284 respectively against 558 and 468 such tanks dealt with in 1916-17 at a cost of Rs 2,35,178 and Rs. 1,02,002 respectively. Mysore and Kadur Districts are reported to have shown the best results in the matter of the restoration and repair of minor tanks and the Bangalore District, the poorest. Only 236 tanks are reported to have been inspected by the Deputy Commissioner as against 363 in the previous year. The inspection of tanks by Deputy Commissioners and Assistant Commissioners leaves a good deal of room for improvement.

There was no appreciable improvement during the year in the progress of work under the Minor Tanks Restoration Scheme, only 108 tanks having been completed at an outlay of Rs. 1,35,604 out of 700 tanks under restoration against 96 tanks at an outlay of Rs.98,729 in 1916-17.

Tank Panchayet Scheme.—Inclusive of 16 Panchayets, the constitution of which was sanctioned during the year, the total number of Panchayets sanctioned from the commencement of the scheme is 100.

1. Varuna.
2. Deveerammanakere and
3. Agale.

It is reported that except in the Tumkur District, where 58 Tank Panchayets have been sanctioned of which 40 have been formed, the other districts have not given much attention to the scheme, as observed by the Revenue Commissioner. The good work done by the marginally noted Panchayets, in the Mysore District is noted with satisfaction.

Village Improvement Scheme.—The number of Committees rose from 8,661 in 1916-17 to 8,820 at the end of the year and the number of villages served by the Committees from 15,127 (93 per cent of the inhabited villages) to 15,389 (94 per cent nearly) leaving only 816 Government villages for which Committees have yet to be formed, besides a few Inam villages where the Inamdars are not keen about forming Committees.

The estimated cost of works sanctioned or undertaken under the scheme was Rs. 13,83,43 (against Rs. 1,24,553 in 1916-17) towards which the villagers contributed Rs. 83,127 in the shape of cash or labour and Rs. 55,215 was sanctioned as Government grant-in-aid.

Village forests.—Forty-five blocks comprising 17,830 acres, 15 guntas were notified during the year against 35 blocks measuring 14,833 acres, 24 guntas in 1916-17 and Panchayets for management of 19 village forests were also appointed during the year. Government agree with the Revenue Commissioner that it would be useful to issue a simple set of rules and instructions for the working of village forests. The Revenue Commissioner is requested to take needful action in the matter.

Public buildings.—The submission of the complete and up-todate programme of new buildings and extensions of existing buildings required for the Revenue Department, with a view to provide sufficient accommodation to the several offices located therein, should be expedited. The progress made in the preparation of the estimate for constructing an additional block of buildings in the compound of the Public Offices, Mysore, should be reported. The condition of the Revenue Office buildings throughout the State is by no means satisfactory and prompt measures are necessary to bring them under a regular system of annual maintenance and repairs.

Record-sorting.—The temporary staff sanctioned for record-sorting has done useful work but was not exclusively employed in clearing old arrears. The Revenue Commissioner is requested to submit a special report in April next on the state of record work and the need for any special establishment during 1919-20.

Itineration and inspection.—The Revenue Commissioner toured for 73 days during the year (against 45 days in 1916-17) and inspected one District Office, two District Treasuries, three Sub-Division Offices, six Taluk Offices, and two Veterinary Hospitals. Except the Deputy Commissioners of Chitaldrug, Kadur and Mysore, none of the others have camped out (within the district) the prescribed number of days. Only four Sub-Division Officers, *viz.*, of Closepet, Chikballapur, Sagar and Davangere have toured the prescribed number of days and the Sub-Division Officer, Maddagiri, toured out 169 days *i.e.*, very nearly the prescribed number of days. The Sub-Division Officers of Closepet and Maddagiri have camped out longest, *viz.*, 166 and 164 days respectively. The itineration of the Sub-Division Officers of Dodballapur, Mysore, Gubbi and Chitaldrug is not satisfactory.

Four District Treasuries, *viz.*, those at Kolar, Tumkur. Mysore and Shimoga, all the Taluk Treasuries in Kolar and Shimoga Districts and most of the Taluk Treasuries in the other districts, except Mysore and Bangalore, are reported to have been inspected twice and the other District Treasuries and Taluk Treasuries only once.

Treasuries.—The new Treasury procedure in regard to the simplification of work, and revision of forms and registers in District and Taluk Treasuries is reported to have been brought into force from 1st August 1917. A report about its working is awaited. The Revenue Commissioner is requested to address Government separately about the revival of the District Treasury at Bangalore.

Inspection of boundary marks.—It is unsatisfactory that none of the Deputy Commissioners, except Kolar and Mysore, furnished statements embodying the result of inspection as required in Rule 85 of the Land Revenue Rules. Such omissions should be avoided in future. It should be explained why the Bondh Pahani Rules prescibed last year had not come into working order in any of the districts, except Shimoga, during the year under review.

Avenue trees.—It is gratifying to note that the planting of avenue trees has been receiving increased attention and that 92,791 trees were planted during the year against 65,476 in 1916-17.

Village officers and shekdars.—It is reported that a large percentage of patels are still illiterate and have to be replaced gradually by literate men in course of time and that about 550 patels have till now received training in elementary survey work.

Out of 354 shekdars in all the districts, except Chitaldrug, for which complete information is said to have not been furnished, 239 Shekdars belong to the new scheme. The opening of a Shekdari Training School at Bangalore was sanctioned during the year to remedy some of the defects in the present system of recruitment and to improve the efficiency of the shekdari service generally. Provision has therein been made for giving practical training to such of the candidates as are new to service.

The promised proposals for the reconstitution of hoblis, for prescribing a form of diary to shekdars and for giving office accommodation and clerical assistance to shekdars should be expedited.

District and Taluk Offices.—The scheme for the reorganization and strengthening of the establishments in taluk offices which was engaging the consideration of Government during the year was sanctioned in July 1918. Proposals for the revision of the district and sub-division establishments are engaging the consideration of Government.

The Revenue Commissioner is requested to make a separate reference to Government in the matter of the reconstitution of the Sub-Division in the Mysore District.

Conclusion.—The statistical information furnished in the exhaustive report by the Revenue Commissioner does not show a very satisfactory state of affairs in all branches of Land Revenue Administration. General inspection work and superintendence on the part of the Deputy Commissioners and their assistants were inadequate. The Taluk Administration was consequently inefficient. The several schemes sactioned by Government for helping the raiyats and materially improving their condition received little attention. Agricultural loans, Village Forests, Tank Restoration Schemes did not receive sufficient impetus. The routine work of the Department which is in arrears did not show any signs of progress. Collection work was indifferent, darkhasts were ill-attended to. Veterinary work suffered from lack of adequate staff and Jamabandi was conducted carelessly without due regard to the main objects thereof.

The defects above indicated were carefully examined by Government and a general reorganization of the Department was very recently ordered, which yet remains to be given full effect to. The Revenue Commissioner is requested to impress on all Revenue Officers the duty of regarding their departmental duties as of supreme importance, the necessity of being in close touch with the people and their grievances, more frequent inspection of the work of subordinate offices and village officials and more systematised touring and inspection of interior villages and a more personal interest in the several schemes in operation. It is necessary to conclude this review with a note of warning that unless appreciable improvement in all these directions is shown in the current year, officers holding responsible executive charges will have to heavily answer for the continuance of the defects which Government have so often noticed in reviewing the administration reports of the past few years.

G. O. No. R. 11926-75—L. R. 285-18-6, dated 19th March 1919.

Inam Villages under Government Management.

GOVERNMENT REVIEW ON THE REPORT FOR 1917-18

Out of a total number of 193 villages and estates under Government management, Survey and Settlement are reported to have been introduced into 160 villages.

Deputy Commissioners and Sub-Division Officers conducted Jamabandi of 62 and 100 villages and estates respectively.

Demand, collection and balance.—Out of total demand of Rs. 3,87,495 including the previous arrears of Rs. 2,22,489, the arrears that remained outstanding at the end of the year 1917-18, were Rs. 2,21,674. The arrears are heaviest in the Hassan, Bangalore and Mysore Districts, being Rs. 83,966, Rs. 64,189 and Rs.56,240 respectively. Prompt measures should be taken to reduce the arrears appreciably. The percentage of collection to demand (42·7 per cent) in the Inam villages, compares very unfavourably with that (88 per cent) in the Government villages. This is not satisfactory. Government regret to note that in a normal year like the one under review, the arrears should have been allowed to accumulate in the Chitaldrug, Tumkur and Kolar Districts. Regarding the time-barred arrears, the attention of the Revenue Commissioner is invited to paragraph 5 of Government Order No. R. 10194-5—L. R. 64-17-7, dated 8th April 1918, reviewing the report for the previous year 1916-17, in which it is observed that Government are not responsible for the recovery of arrears which had accrued prior to the assumption of the management of the villages by them. In spite of specific instructions, no action seems to have been taken in the matter of ascertaining and obtaining (if necessary) the orders of Government for the elimination, from the accounts, of the arrears that had accrued before the assumption of the management of the villages by the Revenue Department. This information should be obtained and furnished to the Government without further delay.

The statement of loans outstanding against the encumbered estates has not been furnished, as directed in paragraph 6 of the Government Order referred to above. These figures should be obtained and sent to the Comptroller and the Inamdars of the villages for verification before submission to Government.

G. O. No. R. 12153-4—L.R. 40-18-2, dated 22nd March 1919.

Vani Vilasa Sagara Channels.

GOVERNMENT REVIEW ON THE PROGRESS REPORTS FOR THE HALF-YEARS ENDED 30TH JUNE AND 31ST DECEMBER 1918.

Government observe that the progress shown in respect of the extent and disposal of block lands is satisfactory during both the half-years under report, though the shortage in the realisations therefrom during the latter half-year is said to be due to the fact that the lands now sold were of inferior quality and more inaccessible. The extent under occupation during the period under review increased by 194 acres and 8 guntas. The extent of unauthorized cultivation has increased during the second half year. This should not have been allowed.

Government note with satisfaction that complaints regarding shortage of water-supply were few and that they were promptly redressed.

Government are glad that the two pioneer Irrigation Panchayets which were constituted in the Channel area during the half-year ended 31st December 1917 are doing good work.

It is reported that the area under cocoanut cultivation is 57 acres and 28 guntas. The Deputy Commissioner is of opinion that special encouragement should be given for raising cocoanut and similar crops in the block area. He is requested to make definite proposals throug hthe Revenue Commissioner for the consideration of Government.

The balance remaining unrecovered at the beginning of the period under review (*i. e.*, 1st January 1918) was Rs. 12,259 and the demand for the year 1917-18 was Rs. 67,414. Out of this total amount of Rs. 79,673, Rs. 69,655 was collected before 30th June 1918 and Rs. 6,187 remitted. Of the balance of Rs. 3,831 remaining unadjusted at the commencement of the current official year, Rs. 1,562-7-2 has been recovered, leaving a balance of Rs. 2,268-8-10 unadjusted on 31st December 1918. Of this a sum of Rs. 1,517-12-4 has since been brought on the remission lists. Coercive processes have been taken for the recovery of Rs. 740-2-3.

In view of the peculiar conditions prevailing in the block area, the collection may be regarded on the whole as satisfactory.

The Deputy Commissioner suggests that, as some of the lands now included in blocks are rocky and cut up here and there and otherwise unfit for cultivation, the present block lists should be revised. The Chief Engineer is requested to enquire into this matter at a very early date.

The following points have been raised in the reports now under review :—

(i) Organisation of a Colony of Woddars and Lumbanis in three centres of the irrigated tract to remedy the keen-felt paucity of labour in the channel area by grant of lands and other concessions ;

(ii) Development of garden cultivation especially of cocoanut and arecanut in (*a*) the prohibited area under the channels and (*b*) on lands situated much above the channels which are reported to be eminently fitted for dry garden crops by grant of certain concessions to the raiyat ;

(iii) development of the growth of manurial crops such as honge on dry lands with the aid of channel water, wherever possible, free of charge ; and

(iv) simplification of the existing cumbrous procedure for inclusion under and exclusion from, blocks of lands by delegating the power to the Deputy Commissioner, as a temporary measure, after the Irrigation Range Officer's opinion has been recorded, every such disposal being formally forwarded to the Irrigation Executive Engineer in due course.

The Revenue Commissioner is requested to submit detailed proposals in regard to items (i), (ii), and (iii) referred to above at a very early date.

As regards item No. (iv)—*i. e.*, simplification of the procedure referred to above, separate orders will issue in the Public Works Department.

General.—During the five years and a half of the working of the block system of irrigation under the Vani Vilasa Sagara Channels, the extent of block lands has increased from 7,427 to 11,350 acres, *i. e.*, by 55 per cent along with a rise of 26 per cent in the extent of the occupied area, the corresponding increase in revenue derived being about 56 per cent. The area commanded by the channels is 32,731 acres of which only 34 per cent has been included in blocks and 26 per cent is actually under occupation. In view of the liberal concessions shown from time to time and considerable remissions of revenue granted year after year, the progress so far achieved cannot be regarded as altogether gratifying.

No. R. 12141-3—L. R. 42-18--13, dated 22nd March 1919.

Vani Vilasa Sagara Channels.

CONCESSIONS FOR GROWING FOOD GRAINS.

The Revenue Commissioner reports that the proposals of the Deputy Commissioner, Chitaldrug District, on the subject, were discussed at a meeting of the Central Irrigation Board on the 3rd March 1919, and that the Board were of the opinion that sanction of Government may be obtained to the grant of the following concessions:—

(1) Remission of full water-rate on the block lands on which food grains are grown this year, instead of industrial crops as usual;

(2) Grant of permission and supply of water during the current year to grow paddy on the full area instead of one-third of the area under blocks;

(3) Permission to take water free of water-rate for the current year from the channels by cutting trenches in the bunds to feed deep wells for irrigating lands above the channels with dry irrigated crops;

(4) The removal of the prohibition against the growth of irrigated dry crops such as jola, ragi, navane in the prohibited area and supply of water thereto, as an experimental measure, this year;

(5) Grant of waste lands to *bona fide* applicants for

A. temporary cultivation of food crops for one year free of cost and free of water-rate;

B. permanently for an upset price (based on the average realisations of previous years) instead of by public auction on the following terms:—

(*a*) Price to be recovered in three annual instalments at the discretion of the Deputy Commissioner:

(*b*) Remission of assessment and water-rate during the first year, one-third water-rate during the second year, two-thirds water-rate during the third year, and full water-rate from the fourth year; and

(*c*) Cultivation with food crops during the first two years.

Government are pleased to sanction, as a special case, the recommendation of the Committee and direct that these concessions be shown only to those who apply therefor before the end of June 1919.

The concessions should be widely notified by the Revenue Commissioner without delay.

G. O. No. R. 12087-91—L, R. 42-18-12, dated 22nd March 1919.

Civil Veterinary Department.

ANNUAL REVIEW FOR 1917-18.

During the year twelve hospitals and dispensaries in all were working and late in June last, four new dispensaries were opened at Chikballapur, Maddagiri, Saklespur and Tarikere. The number of fresh admissions and cases treated daily rose from 20,604 and 67,012 during the previous year, to 23,332 and 80,285, respectively, during the year under review. Government are glad to note that the Veterinary hospitals and dispensaries are gaining in popularity. The Revenue Commissioner is requested to expedite proposals for opening new dispensaries during the current year and for improving the Veterinary Hospitals at Bangalore, Mysore and Shimoga. The equipment and buildings of these hospitals require more attention.

The total number of inoculations performed during the year was 28,041 or 29 per cent less than that of the last year. Government consider that sufficient attention is not paid to inoculation and preventive work. The pay and prospects of the veterinary officers have recently been improved by a re-organization of the Department and Government have further authorised the Revenue Commissioner to entertain new hands in the I and II grades of Assistant Inspectors on any intermediate pay in the scale fixed for the grades. The full sanctioned strength should now be entertained without further delay.

Government desire to place on record their appreciation of the long and valuable services rendered by the late Mr. Narasimha Iyengar, the Superintendent, who was connected with the department from its very inception and in whose death in August last the department has sustained a severe loss.

G. O. No. R. 8714-22—R. M. 45-18-2, dated 15th January 1919.

EXCISE.

Excise Administration.

GOVERNMENT REVIEW ON THE REPORT FOR 1917-18.

Principal features.—Measures of reform in accordance with the policy in excise matters enunciated by Government continued to receive attention during the year under review. The establishment of Licensing Boards in the Cities of Mysore and Bangalore and the Kolar Gold Fields, the reduction in the number of hours for the sale of excisable articles except toddy, and the holding of District Conferences of Excise Officers in regard to the location of shops or closing down unnecessary shops with a few other minor improvements, mark an advance over the administration of the previous year. The working of the Licensing Boards which have many possibilities should be watched carefully by the Excise Commissioner and a fuller account should be given of them in future reports. Government have recently ordered the establishment of Advisory Boards at all the other district headquarter towns to help the local officers in locating new shops or removing existing ones to unobjectionable places. The development of these Boards also will be watched with sympathetic interest. A Special Committee of the Representative Assembly was appointed in Government Order No. G. 13601-50—G. M. 554-16-1, dated 19th May 1917, to report on the drink question. In their Order No. Fl. 6241-2--S. R. 98-17-3, dated 18th April 1918, Government have adopted such of the Committee's suggestions as were found to be practicable.

Financial results.—The total income and expenditure of the department during the year were Rs. 65,37,316 and Rs. 5,28,367 against Rs. 58,73,487 and Rs. 8,13,114 respectively in 1916-17. The increase under receipts was contributed chiefly by the items "Arrack" "Toddy" and "Ganja," while the increased expenditure of 1916-17 was largely due to a debit of over three lakhs under Local Cess against a debit of Rs. 79,989 during the year under review. It is satisfactory to note that there was an improvement in the collection work of the year which represented 99·7 per cent of the total demand including arrears. The arrears have thus been reduced from Rs. 1,60,844 in 1916-17 to Rs. 1,33,997. It is hoped that stringent measures will be pursued energetically till the arrears are all cleared.

Incidence of taxation.—The general incidence of taxation per head of population was Rs. 1-2-3 against Rs. 1-1-8 in 1916-17.

Manufacture and consumption of country spirits.—The construction of an extra warehouse in the Distillery buildings for bottling and storing special liquors recently sanctioned by Government should be completed early.

Government note that the experimental scheme sanctioned in Government Order No. 1476-82—P. W. 8069-75, dated 5th July 1918, to abate the nuisance caused by the spent wash of the Distillery is yielding satisfactory results.

There was an increase of 46,996 gallons in the quantity manufactured and of 48,079 gallons in the issues from the Distillery. It is satisfactory to note that consumption within the State itself fell by nearly 6,500 gallons. The large increase both in the manufacture and issues of the year was due to the supply of 1,22,631 gallons to the Civil and Military Station of Bangalore against 67,820 gallons in 1916-17.

Arrack.—The total number of arrack shops fell from 733 in 1916-17 to 722 during the year of report. The consumption for the whole State showed a decrease of nearly 10,000 gallons. There was a fall of about 25,145 gallons in the districts of Mysore, Hassan, Kadur and Shimoga due in a large measure, to the unfavourable seasonal conditions, high prices and restrictions in railway traffic due to the war. The incidence of consumption per head of population was only 3·7 drams against 4·5 in the previous year; while the taxation rose from 8 annas 2 pies to 8 annas 5 pies.

Foreign liquors.—The consumption under this head amounted to 18,677 against 24,712 gallons in the previous year and the decrease is attributed to the rise in their prices and the difficulty of obtaining supplies also due to war conditions. This explains the increase of 3,080 gallons in the consumption of special liquors during the year but it is gratifying to note that the steady fall in the consumption of foreign liquors during the recent years has not resulted in a corresponding increase in the consumption of special liquors though the former is being replaced to an appreciable extent by the latter.

The Mysore Pharmaceuticals.—There was a decrease of nearly 200 gallons in the quantity of rectified spirits issued to this company. Though the issues of alcoholic preparations by this company showed a large increase of nearly 6,000 oz., the issues to the Government Medical Stores fell considerably. The Department of Industries and Commerce under whose patronage the concern is working is requested to investigate into the matter.

Toddy.—The revenue from toddy was Rs. 30,76,124 against Rs. 30,00,823 in 1916-17. The number of toddy shops was reduced by 43 and the average number of villages served by each shop rose from 5·3 to 5·5, the area served by a shop from 9·14 to 9·7 square miles, and the population from 1810 to 1889 as compared with the figures for the previous year. The progress though slow continues to be steady and Government hope that action will be promptly taken to further reduce the number of shops wherever possible after taking proper safeguards against illicit practices. The number of trees licensed during the years increased by about 45,000 and the percentage of Government trees rose slightly from 62·5 to 63·5.

Date groves.—It is noted that the question of improving the toddy yielding capacity of trees and preventing their early destruction is being carefully investigated. The results of the investigation will, it is hoped, lead to useful practical action being undertaken at an early date. Government observe that the progress made by the special staff employed for revising the old reserve list is slow and greater supervision over their work is necessary. The report called for on the subject should be expedited.

Country beer.—The consumption of country beer during the year was 113,913 gallons against 17,428 in 1916-17. The major portion of this consumption (95,905) gallons was in the Military Canteen at Hebbal.

Akkibhoja.—The Excise Commissioner's report on the result of his investigation of manufacture and sale of Akkibhoja or rice-beer is awaited.

Ganja.—There was an increase of 37 acres, 16 guntas in the area under Ganja crop. The outturn of the Ganja crop during the year was better than that of the year previous, the yield per acre being 4·3 maunds against 3·3 maunds in 1916-17. The quantity of the crops is also reported to have been better. The number of shops licensed was 261 against 257 during the last year. The consumption of Ganja during the year was 12,119 seers against 10,430 seers in 1916-17. Ganja cultivation under more stable conditions, *i.e.*, as an irrigated crop is being tried in the Bombay Presidency. The Excise Commissioner is requested to consider the desirability of making similar experiments in Mysore which will enable the State, in case improvement in the quality of the crop can be effected also, to supply the local demand without having to depend on outside markets.

Opium.—The number of these shops was reduced by one and there was also a decrease of 199 seers in the consumption of the drug during the year. Smuggling is reported to be still rife in Bangalore and Kolar Districts. Detection work in these areas require greater vigilance.

Offences.—During the year under report 3,171 cases affecting 3,793 persons were reported against 3,011 cases affecting 3,547 persons in 1916-17. Of these 438 cases related to heinous offences, 2,540 to breach of license conditions and 19 other offences. It is gratifying to note that there has been no instance of smuggling of country spirits from or to British India. The number of cases of illicit distillation decreased by 11 being 62 against 73 in 1916-17. The District Staff in the Kadur and Shimoga Districts should show better detection work as illicit distillation is still rife in those districts. Out of 258 cases involving 474 persons referred to Magistrates 190 were disposed of by them. Including cases pending at the beginning of the year, the total number dealt with by Magistrates was 335 against 365 in the previous year. The percentage of conviction was 86·74 against 59·6 in 1916-17, which is satisfactory. The number of pending cases with the departmental officers is still large and should receive prompt attention.

Intelligence staff.—It is noted that the Intelligence Staff was usefully employed during the year and detected 87 cases as against 61 in 1916-17. The proposal to make this staff permanent and that for publishing an Excise Intelligence Gazette will receive separate consideration of Government along with the re-organization scheme which is now pending their orders.

Inspections.—The Excise Commissioner toured through all the districts of the State during the year and his inspection work was on the whole satisfactory. The work done by the District Excise Officers in this respect leaves much to be desired. Considering the comparatively light charges of these officers, it is regretted that a complete inspection of all the important subordinate offices, shops and taverns was not carried out by even a single District Excise Officer, though the number of days spent on tour by some of them was disproportionately large. The necessity for systematic and regular inspections should be clearly impressed on these officers and the Excise Commissioner will bring to the notice of Government any neglect or omission on their part.

The administration of the department during the year was on the whole satisfactory.

G. O. No. 9450-9—Ex. 62-18-24, dated 28th January 1919.

FOREST.

Sandalwood Trees.

MEASURES TO ENCOURAGE THEIR GROWTH IN THE STATE.

The recommendations of the Special Committee appointed to investigate the subject are as follows:—

(1) Waste lands should be given out on shraya tenure.
(2) Inamdars should be encouraged to plant sandal trees on their waste lands.
(3) Landholders should be encouraged to dibble sandal seeds on all vacant lands round their holdings.
(4) Areas selected for plantations should be half a mile distant from villages.
(5) The sale proceeds of mature trees should be divided equally between Government and the planters.
(6) The choppings from the trees should be given to the owners of the lands who pay assessment.

The Revenue Commissioner states that the proposal to grant waste lands on shraya tenure for sandalwood plantation may be given a trial wherever such lands are not reserved or required for other purposes, that the third proposal does not commend itself to him and that the other proposals are matters for the orders of Government.

The Conservator of Forests is of opinion that the existing rules provide for efficient preservative measures as regards the *existing growth* both on occupied lands as well as on lands that may hereafter be granted for occupation, besides affording sufficient incentive for the occupants to carefully protect the growth and that no further concession is called for, specially as the occupants have neither undergone any trouble nor have been put to any expense on this account. As regards new plantations however that may hereafter be raised the Conservator of Forests recommends that in return for the expense, care and labour involved for a number of years in their rearing, the planters may be shown the concession of sharing the net proceeds equally with Government in the maidan parts and to the extent of 25 per cent in the sandal tracts of the malnad.

Government are now pleased to direct that waste lands may be given out on shraya tenure for sandalwood cultivation wherever such lands are not reserved or required for other purposes. The exact terms on which the lands may be given out should be decided with reference to the merits of each individual case.

Raiyats raising plantations under this order will be entitled to 50 per cent of the net value of mature trees removed from such plantations in the maidan taluks and 25 per cent in the malnad taluks. This rule will apply also to Inamdars who are not at present entitled to the sandal trees on their lands.

Government consider that no action is necessary on the other recommendations of the Special Committee.

G. O. No. R. 8145-54—Ft. 176-17-9, dated 4th January 1919.

Forest Administration.

ANNUAL REVIEW FOR 1917-18.

Area of State Forests and reserved lands.—The area of State Forests increased from 3103·74 square miles to 3178·27 square miles. Twelve blocks covering an area of 74·58 square miles, were notified during the year. There were at the close of the year ninety-six blocks of reserved lands with an area of 521 square miles of which fifty blocks with an area of 367 square miles were pending settlement or issue of final notification. The pendency is heavy and the disposal of the cases should be expedited.

The Conservator of Forests is requested to make a separate reference to Government in consultation with the Revenue Commissioner and the Amrut Mahal Superintendent, after the close of the current year on the question of the transfer of the management of Amrut Mahal kavals to the Forest Department.

Government note the views of the Conservator of Forests, regarding the need for a further expansion of the forest area and await proposals for fresh reservation in accordance therewith.

Village Forests.—Forty-nine village forests were constituted as against 36 in the year previous. The suggestion of the Conservator of Forests, regarding the necessity for his being consulted before proposals are sent up for the constitution of village forests, is under consideration separately and orders will be issued in this behalf in due course.

Demarcation.—New lines to a length of 120 miles were cut against 159¾ miles in the previous year and repairs were executed to a length of 4,060 miles. The cost incurred was Rs. 11,222 as against Rs. 8,639 in the previous year. The increase is reported to be due to the extensive repairs effected and to the dearness of labour in the Malnad where the work was concentrated.

Surveys.—The total area surveyed during the year was 223·5 square miles, which is slightly in excess of the figure for the previous year.

Working Plans.—Working plans for an area of 93 square miles of forests in the Mysore South and West Divisions were sanctioned during the year and reports in respect of 106 square miles in the

Shimoga District were prepared and submitted to Government for approval since the close of the year. Field work and preliminary inspection have been completed in respect of large areas of forests in the Kadur and Shimoga Districts, which lie in the area allotted to the Iron Smelting Industry. Work is in progress in the Bangalore District also.

The areas for which no working plans exist were as usual worked under provisional plans based on local conditions and sanctioned by the Conservator of Forests.

Communications and Buildings.—A sum of Rs. 12,917 was spent on new roads, etc., and Rs. 16,314 on maintenance and repairs of existing ones, making a sum total of only Rs. 29,231 as against a budget allotment of Rs. 35,000. The lapse is heavy. An expenditure of Rs. 23,179 was incurred under buildings and about Rs. 6,000 on miscellaneous improvements, (*e.g.* new wells, improvements of old wells and of compounds of forest lodges, etc.) against Rs. 33,000 and Rs. 6,974 in the previous year. The progress is not quite satisfactory. Mr. G. Krishnamurthi Naidu, Deputy Conservator, has been placed on special duty to study among other things, the existing transport facilities, and the directions in which they could be improved.

Protection.—There was a slight increase in the number of cases reported, *viz.*, 1,186 as against 1,177 in the previous year. But as usual about 90 per cent of these were of a trivial nature. The percentage of convictions in cases taken to court was 71 as against 69 in the year previous. Out of 1,214 cases compoundable under Section 59 of the Forest Regulation, 1,147 were compounded and 6 cases were discharged, leaving a balance of 61 cases.

The disposal by Revenue officers of cases of injury to sandal trees is far from satisfactory. The number of cases reported are on the increase and disposal is very slow. The Deputy Commissioners are requested to issue strict instructions in the matter and to report to Government, the names of such Revenue officers as are most dilatory in the disposal of these cases in their respective districts.

Fire Protection.—Much damage was done by fires in Tumkur and Mysore Districts. The percentage of success in fire protected areas was 95·7 as against 98·5 in the year previous, and the decrease is attributed to the protracted fire season brought about by the drought.

Grazing.—Exclusive of the cattle of the Amrut Mahal Department enjoying free grazing in State Forests, the number of private cattle licensed to graze in State Forests was about 360,000. The amount of fees realised under this head was Rs. 66,598 against Rs. 1,70,203 for last year which (latter figure), however, includes a sum of Rs. 1,02,807 on account of nine years' demand of the kavals leased out to the British Grass Farm Department.

Exploitation.—The timber operations were not as extensive as in the year previous. This is attributed to various causes, *e.g.*, heavy stocks of previous years, elephants not being available for transport purposes, tractors being disabled for work and the shortage of Railway waggons.

Sandalwood.—The total revenue from sandalwood was Rs. 24,82,241 against Rs. 33,02,288 in the previous year The decrease is accounted for by the suspension of auction sales, almost all the wood being supplied to the Sandalwood Oil Factories at fixed rates, only a small quantity of 3 tons 16 cwts. having been sold retail for Rs. 3,936.

Though spike disease in sandalwood continued to be virulent, no new areas were affected during the year. A conference of the Forest Officers of Mysore and Coorg with Mr. Hole, Forest Botanist, Forest Research Institute and College, Dehra Dun, was held in October 1917 to discuss and formulate proposals for the investigation of the disease.

The present system of working is confined to the removal of dead and diseased trees. It is reported that till the valuation survey of sandalwood which is in progress yields definite data extraction on the present lines is the safest course to adopt.

Minor Forest Produce.—The exploitation of minor forest produce was transferred wholly to private agency on lease.

There is a large decrease in the value of produce exploited and sold by departmental agency, *viz.*, from Rs. 39,82,000 in 1916-17 to Rs. 31,61,000 in the year under report. The fall is mainly under sandalwood; and this accounts for a decrease of Rs. 8,20,047. There was also a fall of about Rs. 14,000 under firewood and charcoal which is said to be due to the stoppage of fuel supply to the Sandalwood Oil Factories.

There was further a decrease of about Rs. 7,00,000 under revenue on produce worked by private agency as compared with the previous year, which is due chiefly to Government having taken over the control of tanning barks for War purposes and the consequent re-adjustment of the existing and time-expired leases at a considerable sacrifice of the rental based on the average of 1913-16.

Financial.—The total demand inclusive of the previous years' balance of Rs. 15,84,045 amounted to Rs. 54,74,927, out of which a sum of Rs. 43,81,636 was collected or written off the accounts, leaving a balance of Rs. 10,93,291 at the close of the year. The outstandings are heavy and strenuous efforts should be made to recover them early.

The total expenditure under all the heads was Rs. 10,61,751 as against Rs. 9,49,162 in the year previous. The increase is mainly due to the re-organization of the Department, which came into force from 1st March 1918, and to a large number of officers having been deputed for special duty.

The year's working resulted in a surplus revenue of Rs. 33,31,000 as against Rs. 35,59,556 in the previous year. But for the loss of revenue under tanning barks and the deficit working of sandalwood, the extra expenditure during the year would have been more than met by the extra income.

Inspection.—The Conservator of Forests camped out for 175 days and inspected all the ten District Forest Offices, seven Ranges, three Koties and five Depots.

General.—During the year, a number of improvements were effected in the working of the Department. The executive, protective, ministerial and menial establishments were revised and re-organised at an annual additional cost of Rs. 56,000 with a view to increase the efficiency of the Department. The re-organization has been in force from 1st March 1918. The bifurcation of the Revenue Districts of Mysore and Shimoga into 2 forest divisions each, was confirmed and the number of Ranges was increased from 52 to 75. The system of keeping accounts in the Department, was revised according to the suggestions of Mr. Datta.

As a result of the Khedda operations started last year, 34 elephants were captured of which 9 were sold for Rs. 15,000, 20 were reserved for the Department, 1 escaped and 3 died. The number of departmental elephants was increased and the elephant establishment was re-organised since the close of the year under report.

The saw mill was permanently removed from Kumsi to Shimoga, during the latter part of the year. The tractors working in the Shimoga Forest were put in order. An additional class for the training of a second batch of candidates in the Rangers' school was opened and provision was also made for the training of guards.

An additional establishment of two Sub-Assistant Conservators with the requisite staff was sanctioned for the valuation survey of sandalwood on a scientific basis in order to maintain a steady supply of sandalwood to the Sandalwood Oil Factories. About three lakhs of trees of various girth classes have been enumerated in Shikarpur and Hunsur Taluks, and very valuable information has been gathered regarding the life history of the tree.

Mr. Hajee Ismail Sait's contract for the supply of timber to the Gold Fields was terminated in the year and the Depots were thrown open to all the purchasers. To bring down the price of fuel in the Bangalore City, which had gone up abnormally owing to scarcity of private fuel supply, the Department undertook to supply fuel for consumption in Bangalore. This has had a very beneficial effect and brought down prices to the normal level.

In addition to the usual working plans for the forests, special plans for the working of bamboo areas for paper pulp were under preparation. The preliminary investigation connected with the manufacture of straw boards from bamboos, lantana, elephant grass, waste paper, etc., having been completed, regular work was started since the close of the year. Certain kinds of new species of wood suitable for pencils and match splints were tested with good results.

Royal Preserves.—Certain areas in the Mysore and Kadur Districts were constituted as Tiger preserves and added on to the list of Royal preserves.

G. O. No. R. 11325-37—Ft. 73-18-3, dated 6th March 1919.

JUDICIAL.

Statistics of Civil Courts.

ANNUAL REVIEW FOR 1917-18.

The total number of Village Courts actually working at the end of the year was 169, nine having been established during the year under report.

A temporary Additional Munsiff's Court was established at Seringapatam to reduce the arrears in the Court at that place and the additional Court at Tumkur was ordered to be continued for a further period of two years.

The total number of suits instituted in the Courts of the State during the year under report was 32,675 against 30,584 in the previous year. The number is steadily on the increase as shown below:—

1914-15	25,658
1915-16	29,743
1916-17	30,584

The increase during the year under report is larger in small causes than in the original suits. The total number of suits disposed of was 32,306 against 30,603 in the previous year. The number of ordinary suits disposed of shows an increase of 1,023, and the number of small causes an increase of 690. The number of original suits disposed of after contest increased from 4,652 to 5,019. Government, however, regret to observe that the average duration of contested original suits rose from 335·71 days to 399·38 days.

The number of appeals for disposal in the District and the Subordinate Judges' Courts was 1,023 including the number pending at the close of the previous year. Of these 546 were disposed of against 635 in the previous year. The average duration of appeals in the District Judges' Courts increased from 112·42 days to 162·02 days, and the explanation furnished by the District Judge of Shimoga for the increase in the District Court of Shimoga is not very convincing.

Chief Court.—Out of the 378 first appeals for disposal, 219 were disposed of, leaving 159 pending at the end of the year as against 224 at the end of the previous year. The number of second appeals disposed of was 190 against 272 in the previous year.

The District Judges inspected all the Subordinate Courts in the State except four Munsiffs' Courts and one Subordinate Judge's Court.

Government are glad to note that the Chief Judge and Mr. Chandrasekhara Aiyar, Judge, inspected all the District Judges' Courts, 2 Subordinate Judges' Courts and 8 Munsiffs' Courts.

Government are pleased to record the fact that the administration of the department was satisfactory.

G. O. No. G. 14787—Cts. 93-18-3, dated 20th January 1919.

Statistics of Criminal Courts.

ANNUAL REVIEW FOR 1917-18.

The total number of offences reported to Magistrates during the year was 21,551 against 21,113 in the previous year, showing an increase of 438. There was an increase of 297 cases under offences against the human body and of nearly 600 cases under offences against property. There was a decrease of 640 cases under Special and Local Laws. The number of persons, brought to trial was 38,525 against 37,655 in the previous year.

Result of cases.—The percentage of convictions is low being 1,872 against 2,468 in the previous year. It was particularly so in the case of persons accused of criminal force and assault and hurt, being about 5·3 and 8·8 respectively, only three persons were ordered to pay compensation under Section 250 of the Criminal Procedure Code. Government regret to note that in spite of their observations and those of the Chief Court, the Magistrates have completely neglected to make use of the provision of the section.

Witnesses.—The number of witnesses detained for more than three days increased from 140 in 1916-17 to 254 in the year under review. The practice of detaining witnesses unnecessarily must again be noticed with disapproval.

Punishments.—There was an increase in the number of first offenders dealt with under Section 562 of the Criminal Procedure Code, the number being 50 against 11 in the previous year. The attention of the Magistrates is again drawn to the observations of the Chief Court that there is room for a still wider use of that provision considering the fact that the number of persons sentenced to short terms of imprisonment, *i.e.*, fifteen days and under, was almost the same as in the previous year (*viz.*, 522).

The average duration of cases disposed of by the Magistrates was 21·91 against 16·82 days in the previous year. It is as observed by the Chief Court, too high considering the nature of the majority of cases. The average duration of Sessions cases disposed of was 31·24 days against 13·20 days in the previous year. The average duration of appeals in the Magistrates' Courts increased from 31·46 in the year 1916-17 to 38·77 days in the year under review, while it is practically the same in the Chief Court. Government do not view this tendency to delay in disposal with favour and trust that Magistrates will make every endeavour in future to shorten the period to the minimum possible.

The Chief Court had 104 appeals for disposal involving 187 persons, and disposed of 72 appeals, leaving only 32 cases pending at the close of the year.

Government regret to note that sufficient attention has not been paid by some of the District Magistrates to the sorting of judicial records. They are requested to take immediate steps to rectify the mistakes pointed out by the Judges of the Chief Court in their inspection notes, and to see that the sorting of the records is completed early.

Government note with satisfaction the good work done by the Honorary Magistrates. They disposed of 2,077 cases against 2,820 in the previous year.

Government are glad to observe that a fairly large number of courts was inspected by the Judges of the Chief Court and the District Magistrates.

G. O. No. G. 16650-8—Cts. 101-18-6, dated 8th February 1919.

POLICE.

Police Administration.

GOVERNMENT REVIEW ON THE REPORT FOR 1917-18.

The total number of cognizable cases reported to the Police during the year was 7,500 against 6,605 in the previous year, showing an increase of 895. A rise in figures is particularly noticeable in the number of serious offences against person and property and of minor offences against property. This is attributed to the abnormal rise in the prices of food-stuffs and other necessaries of life and the consequent movements of criminal classes beyond the limits of their settlements. All districts, especially those of Bangalore and Shimoga, share in the general increase of crime with the marked exception of Chitaldrug, Kolar Gold Fields and French Rocks. The percentage of cases ending in conviction to cases decided as also the percentage of property recovered to property lost was practically the same as in the previous year. But the percentage of convictions in sessions cases rose to 78 from 70·4 in the previous year.

Out of 11,765 cases pending disposal in the beginning of the year under report, as many as 4,974 or nearly two-thirds of the cases reported during the year, were on B forms and of these 1,385 were struck off as false. The number of cases reported as false was very large, and proceedings against false complaints were, as usual, very few. Of the 44 cases declared to be maliciously false sanction for prosecution was applied for only in 4 and granted in 3. In 18 prosecutions instituted by the Police on their motion, 10 ended in conviction. The attention of the District Magistrates is drawn to the remarks of the Inspector-General of Police in paragraph 26 of the report regarding the references made by the Magistrates to the Police for investigation. A careful critical examination should invariably be made by the Magistrates before referring the complaints to the Police.

Forty-eight juveniles and one shop-keeper were prosecuted under the Juvenile Smoking Preventive Regulation against 18 in the previous year and 199 in 1915-16. The juveniles were warned and the shop-keeper was convicted and fined. The attention of the Police should be drawn to the advantages of utilizing the provisions of this wholesome Regulation to a larger extent.

There were only three cases involving 10 persons under the Infant Marriages Prevention Regulation against one in 1916-17.

Only 2 persons were ordered to notify their residence under Section 565, Criminal Procedure Code, against 8 in the previous year. The number is very low having regard to the large number of cases of previous convictions referred to in paragraph 26 of the report. The Prosecuting Police Officers should be directed to bring to the notice of the Magistrates convicting such accused persons the provisions of Section 565.

It is gratifying to note that the co-operation of the Village Police with the Regular Police resulted in the arrest of 90 persons in 66 cases, against 45 persons in 34 cases in the previous year.

Government are pleased to observe that officers of the higher grade in the Police Department have taken a large share than before in the investigation of important cases. It is hoped that increased efforts in this direction will be in evidence in the coming years, as they are essential in bringing the Police Administration to a higher level of efficiency.

Government note with pleasure that satisfactory work was done in the way of apprehending military deserters by the Special War Staff employed during the year under report.

There was a considerable fall in the number of constables who were given training in the Police Training School, the number who underwent training being 148 against 221 in the previous year. No explanation has been offered by the Inspector-General for this decrease. The matter requires investigation. The number of Inspectors and Station House Officers admitted was 14 and 32 against 5 and 49 in 1916-17.

Government note that the number of vacancies in the Department fell from 759 to 659 and presume that this is due to the increased emoluments sanctioned under the reorganisation scheme. The number of officers and men judicially punished fell from 41 to 30 in the year under report, and the number of persons departmentally punished fell also from 2,079 to 1,888, while the number of persons who were given money rewards increased from 218 to 263, and the number of dismissals was 124 against 144 in the previous year. It is hoped that these figures indicate improvement in the morale of the force and no relaxation of strict discipline and supervision.

The percentage of literacy among the men shows a slight increase, the percentage during the year being 45·6 against 44·3 in the previous year.

During the year the number of offices inspected by Deputy Commissioners and Superintendents of Police was 96 and 457 respectively. Government regret to note that the inspection work of some of the District-Superintendents of Police was very unsatisfactory. The District Superintendent of Police, Shimoga, did not inspect one of the investigating centres during the whole year, and the District Superintendents of Police of Shimoga, Chitaldrug and Tumkur left a number of sub-stations and outposts uninspected. During his incumbency of the office of Inspector-General of Police, Mr. K. R. Srinivasa Iyengar inspected 92 offices; and the present Inspector-General of Police has inspected all the Police Stations in the Mysore City along with other offices.

During the year under report the reorganisation of the Police Department was sanctioned by Government. The pay of the officers and men was appreciably raised involving thereby an additional expenditure of 2½ lakhs of rupees per annum. When the scheme is fully brought into force, Government trust that the morale and efficiency of the force in all grades, will show a marked improvement.

G. O. No. G. 15192-201—Pol. 88-18-3, dated 23rd January 1919.

MEDICAL.

Hospitals and Dispensaries.

Annual Review for 1917.

The Lunatic Asylum.—The total number of insanes treated during the year was 273, including 75 of the Civil and Military Station, against 300 in 1916. Of those 19 were cured, 30 discharged in an improved condition and one transferred to friends, against 36, 39 and 3 respectively, in the previous year. The percentage of cures to the daily average attendance was only 9·56 against 16·68 in 1916.

There were 60 deaths during the year among the inmates of the Asylum and 3 among persons under observation, against 19 and 1 respectively in the previous year. The increase was due to the outbreak of cholera during the latter part of the year under report, in respect of which Government have passed orders in Government Order No. 5600-3—Med. 43-17-34, dated 4th April 1918.

The Leper Asylum.—There were 68 inmates, including 14 of the Civil and Military Station, in the institution during the year, against 73 during the year previous. Of these, 33 were discharged and 6 died. It is noted that the usual treatment of administering chalmogra oil internally and margosa oil externally proved effective in healing the "ulcers."

The total cost of the Asylum during the year was Rs. 3,599-10-2 against Rs. 4,052-8-9 in 1916.

Maternity Hospitals.—The Maternity Hospital at Robertsonpet showed an increase both in the number of in-patients (*viz.*, 597) against 485 in 1916 and out-door patients (*viz.* 17,349 against 16,258 in 1916) treated during the year, thereby indicating its growing popularity. There was similarly a very large increase in the number of out-door patients in the Bangalore Maternity Hospital as well as in the Vani Vilas Hospital, Mysore, during the year, the number in each institution being 15,514 and 10,395 against 13,521 and 9,968 respectively in 1916.

The total cost of the above institutions during the year was as shown below:—

The Maternity Hospital, Bangalore, Rs. 18,401 against 16,654 in 1916.

Do Robertsonpet, Rs. 12,216 against 11,097 in 1916.

The Vani Vilas Hospital, Mysore, Rs. 13,702 against 12,930 in 1916.

Isolation Hospital.—The total number of patients treated during the year was 465 against 650 in 1916 and the cost of the institution was Rs. 7,374-12-7, against Rs. 8,565-12-11 in 1916.

The Minto Ophthalmic Hospital.—There was a considerable increase in the number of in-patients treated during the year which was 1,812 against 1,587 in 1916.

The number of out-door patients treated was 15,707 against 14,549 in 1916.

The cost of the institution was Rs. 31,075 against Rs. 30,156 in 1916.

General.—The Senior Surgeon inspected the Maternity Hospitals at Bangalore and Robersonpet during the year.

The question of constructing a separate building for the Lunatic Asylum is under consideration. The Senior Surgeon is requested to make separate reference in regard to the construction of quarters for the Resident Medical Staff of the Minto Ophthalmic Hospital and the additional bed accommodation in the Maternity Hospital at Robertsonpet required on account of the increase in the number of in-patients in the Hospital.

The Government consider that this report may with advantage be discontinued. The Senior Surgeon is requested to include these Special Hospitals in the Medical Department report giving special sections to the Minto Ophthalmic Hospital, the Lunatic and the Leper Asylums. The improvement of the Epidemic Diseases and the Isolation Hospitals is now under consideration of Government and separate orders will issue regarding them.

G. O. No. G. 15166-7—Med. 96-18-3, dated 22nd January 1919.

Medical Relief.

APPOINTMENT OF A COMMITTEE.

Mysore with an area of 29,461 square miles has now only 174 medical institutions composed of 13 hospitals, 129 dispensaries, 3 maternities and other institutions to serve the medical need of nearly 6 millions of people. This gives on an average, one institution for every 169 square miles and about 32,800 inhabitants. The number cannot be considered quite adequate and further additions will have to be made as time progresses.

The Malnad Improvement Scheme sanctioned to improve the conditions of the malnad area, and to render special medical aid to the people there, is on a temporary basis—but 8 dispensaries now ordered to be opened will eventually become permanent institutions with further additions to their number as the country gets further opened up by communications.

For the total number of institutions mentioned above, there is now a staff of 291 officers. The staff requires considerable strengthening.

The existing vacancies in the Department are about 20 and the number of Sub-Assistant Surgeons in the service 220. No provision for reserve is made at present. Ten per cent at least will be necessary for this purpose. The total number to be recruited during the next five years with existing institutions and three additional institutions for each year has also to be taken into consideration.

The possibility of recruitment from outside for providing for the needs of the Medical and Sanitary Departments is very limited—almost *nil*—considering the requirements in British India and the improved prospects recently thrown open to those in the British Medical Service.

The following points have in addition to be specially considered :—

1. Adequacy or otherwise of the present organisation for medical relief in the State.
2. Necessity for increasing the number of hospitals and dispensaries in the outlying parts of the State.
3. Feasibility of extending medical aid through Ayurvedic and Unani institutions.
4. Improving female medical relief throughout the State.
5. A programme for the next five years and the advisability of starting a Medical Faculty and recognising the Medical School.
6. Question of adjusting the financial responsibility of Government Municipal Councils and District Boards in regard to medical institutions.
7. Immediate requirements of the Department—additional medical staff needed in all grades and how to recruit them.

For a careful consideration of these and allied matters, Government are pleased to sanction the constitution of a Committee with the Senior Surgeon as President and with the following official and non-official gentlemen as members :—

Dr. Mylvaganam, F.R.C.S.
Mr. C. S. Balasundaram Iyer, B.A., Chief Secretary to Government.
Dr. Miss R. Govindarajulu, M.D.
Rajakaryaprasakta Rao Bahadur Mr. M. Shama Rao, M.A., retired Inspector-General of Education in Mysore.
Mr. S. R. Balakrishna Rao, B.A., LL.B., Member, University Senate.
Mr. Gulam Ahmed Kalami.

The Committee are requested to meet at a very early date to consider all the above questions thoroughly and submit their recommendations to Government within two months.

G. O. No. G. 17729-35—Med. 70-18-1, dated 18th February 1919.

The Influenza Epidemic.

A REVIEW OF RELIEF MEASURES ADOPTED IN THE STATE.

The epidemic made its appearance in a mild form at Bangalore in July 1918 but died out soon after without causing any serious loss of life. It re-appeared in a virulent form in the middle of September and spread with alarming rapidity throughout the State. No district was free and very few villages escaped. The disease began to decline from the middle of November and subsided by the end of that month.

The Sanitary Commissioner states that it is not possible to connect the occurrence of the epidemic to meteorological or any other known specific cause. The severity of the disease and the symptoms thereof varied with individual constitution, age, and to some extent, according to locality and it was not possible to follow any uniform treatment. Some times the respiratory organs were affected and in many cases pneumonia developed owing to mixed infection. Investigations were carried out in the Public Health Institute to find out if the pneumonia supervening on the attacks of influenza might be some form of pneumonic plague and the results proved that there was no foundation for such a theory.

The distress became acute as whole families were laid up and there was no one to attend to the wants of the patients. A census taken in the Bangalore City on the 6th and 7th of October revealed the fact that as many as 10,000 patients were suffering from the disease on those days. The distress was further aggravated by the abnormal rise in the prices of food grains and shortage of supply in the market.

The total number of attacks according to the returns furnished by the Deputy Commissioners was 8,83,491 and the toal number of deaths was 1,66,391 or 20·1 per mille of the population. The Tumkur District suffered most with a total mortality of 35,260 and Kadur the least with a mortality of 5,867. Out of a total of 40,000 attacks in the Bangalore City, 2,074 proved fatal; the higest mortality in any one day was 142 and it was reached on the 25th October. In the Mysore City there were 36,550 attacks and 1,296 deaths; the attacks and deaths in the Lunatic Asylum 12 and 2 respectively; in the Central Jail, Bangalore, 292 and 20 and in the Mysore Jail 147 and 3. These figures go to show that with proper sanitary surroundings the mortality could be reduced to the minimum.

A special ward was first opened in the Epidemic Diseases Hospital, Bangalore, and to prevent overcrowding and minimise inconvenience to the patients, dispensaries were ordered to be kept open from 7 A.M. to 12 noon and again from 4 P.M. to 8 P.M. But as the disease spread, accommodation was found insufficient and so a temporary Hospital under canvas was opened in a convenient part of the City. Altogether 1,062 out-patients and 198 in-patients were treated in this Hospital; out of these, 54 died or 28 per cent of the total number admitted. One hundred and one patients were treated in the Epidemic Hospital, Mysore. Out of these, 30 died giving a death rate of 29·7 per cent of admissions.

Batches of medical students were deputed to work in conjunction with the medical subordinates in the Cities of Bangalore and Mysore. In other Municipal towns, the treatment and care of the sick was left to the Sub-Assistant Surgeons in charge of the Dispensaries. Patients suffering from influenza were admitted freely in the Mission Hospitals of Kolar and Chikballapur.

The medical staff was suitably augmented but as the disease spread, the demand became so great that it was not possible for the regular staff to cope with it. Qualified medical men were not available as they were in demand in all parts of India which were likewise affected and the services of local Pandits and Hakims had therefore to be utilised for the purpose. Government are glad to observe that the Pandits and Hakims did yeoman service and treated successfully a large number of patients in the cities and villages.

As the situation demanded rapid itineration on the part of the medical officers, permission was accorded to the District Medical Officers to engage motor cars to enable them to travel as rapidly as they could to give medical aid and relief to the people in the outlying parts of their districts. The Sub-Assistant Surgeons itinerated within their areas and supplied medicines to patients in the villages.

Special accommodation was provided for housing the sick by erecting sheds near the dispensaries, in the districts of Kolar, Tumkur, Kadur and Shimoga.

A sufficient quantity of medicines was supplied by the Senior Surgeon to all the permanent, temporary and itinerant dispensaries. Thymol, which was used, both as a curative and as a preventive, was issued from the Public Health Institute, to all the districts and cities. Leaflets explaining the nature of the disease and detailing the precautionary measures to be adopted were issued by the Sanitary Commissioner. Sufficient provision was also made for water-supply and fuel at the cremation grounds.

Relief parties were organised for the distribution of medicines, milk and conji to the poor and suffering. In several places, private gentlemen fully realised the needs of the situation and readily came forward to afford their help for the relief of the sick and the poor. The progress of relief measures was greatly furthered by the institution in each local area of Special Committees consisting of the most influential of the leading citizens and the chief local officers. A very gratifying feature of the relief measures was the spontaneous response of the student population to the call of the Municipality and their ready and willing co-operation with the official organisations for the relief of distress.

Out of the total allotment of Rs. 1,13,866, sanctioned by Government from time to time for adopting measures to combat the influenza epidemic in the State, an expenditure of Rs. 81,386 was incurred, of which a sum of Rs. 32,186 was for the supply of medicines.

Government are pleased to place on record their appreciation of the good work done by the President of the Bangalore and Mysore City Municipalities, the Deputy Commissioners of Districts and the

Officers of the Revenue, Medical and Sanitary Departments and the several Municipal Committees and public spirited citizens who spared no pains to alleviate the suffering of the poor people. Special credit is due to the many voluntary associations like the Amateur Dramatic Association, the Boy Scouts, etc., who rendered valuable help in taking medicine and nourishment to the doors of the sick and the needy.

G. O. No. G. 19409-21—Med. 56-18-96, dated 4th March 1919.

SANITATION.

The Public Health Department.

SCHEME OF RE-ORGANISATION.

Under the arrangement sanctioned in Government Order of the 8th February 1917, a full-time Sanitary Commissioner is now at the head of the Public Health Department with two Assistants for the work of the Public Health Laboratory and the Superior District Sanitary Service consists of a separate District Sanitary Officer for each of the districts of Mysore, Hassan, Shimoga and Kadur and *ex-officio* District Sanitary Officer for each of the remaining districts. There are in addition the three Health Officers of the Cities of Bangalore and Mysore and the Kolar Gold Fields paid by the respective Local Bodies. It is found by experience that the existing staff is inadequate for the growing requirements of the Department. A sufficient reserve of trained officers is required for employment in emergencies in connection with the prevalence of epidemics and arrangements have also to be made for enabling the District Sanitary officers to keep in touch with up-to-date scientific knowledge by working in the Public Health Laboratory from time to time. The present scale of pay of the superior staff likewise needs revision and has to be brought into line with that of the Medical Service as recently organised, in order that men with the requisite qualifications may be attracted to the Public Health Department.

Having regard to the considerations mentioned above, Government are pleased to revise the strength and scale of pay of the staff of the Public Health Department including the three Health Officers as follows :—

No.	Designation	Pay	Remarks
1	Sanitary Commissioner	1,000	....
4	Three Health Officers and one officer in charge of Public Health Institute and office Assistant to the Sanitary Commissioner.	400—30—700	Pay of Health Officers to be borne by the Local Bodies concerned.

No.	Designation	Pay	Remarks
7	Four District Sanitary Officers, one Assistant to the Public Health Institute and two officers* (reserve):	150—15—360	One-third of the pay of the District Sanitary Officers to be met by the Local Boards and Municipalities.
4	Sub-Assistant Surgeons (reserve).*	45—$\frac{10}{5}$—65	*Pay of the two reserve officers on Rs. 150-15-360 and four Sub-Assistant Surgeons to be met from the lump-sum provision of Rs. 25,400 for plague charges.

Mysore and Hassan.
Tumkur and Chitaldrug,
Bangalore and Kolar,
Shimoga and Kadur.

There will be a District Sanitary Officer for each of the two districts as grouped in the margin. The District Medical Officers, where they are now holding the District Sanitary charge as well, will be completely relieved of this *ex-officio* function. The District Sanitary Officers will be responsible for the sanitary administration of their respective districts and it will be one of their important duties to offer advice and assistance to the Local Boards and Municipalities in all sanitary matters.

The question of attaching a public works staff to the Public Health Department is reserved for separate consideration.

G. O. No. G. 18997-9—San. 73-17-6, dated 1st March 1919.

EDUCATION.

Encouragement of higher Technical and Scientific training.

Government are of opinion that the scheme of scholarships and free studentships in the University is sufficiently liberal, and affords sufficient facilities at the present stage for the majority of the poor and really capable and deserving students to get the benefit of University education, and that the question of affording further facilities in the Arts Courses may be held over for future consideration.

Having regard however to the need for some special encouragement for higher technical and scientific training, Government are pleased to direct that the number of free studentships may be increased to 50 per cent inclusive of free studentships attached to scholarships in the College of Engineering for a period of three years, and that for the same period B. Sc. students in Chemistry and Physics may also be treated as free students. The above concessions will apply only to subjects of the State.

The Registrar, Mysore University, is requested to state in the annual reports of the University how far the above concessions have tended to attract students towards the study of these subjects.

G. O. No. 6093-4—Edn. 242-17-2, dated 4th January 1919.

Training School for Mining Artisans.

Government are of opinion that the most urgent need at present is a sufficient number of Mining Artisans and Foremen for employment in the mineral industries in the State, and that the question of opening a course in Mining and Metallurgy in the University College of Engineering may be deferred till the development of mineral industries in the State creates a sufficient demand for the services of men with University training and qualification. As regards men required for the higher grade of mining work, Government consider that the facilities for training in other parts of India and in foreign countries should be availed of for the present and that local men with suitable qualifications sent there for training. They are accordingly pleased to direct that (i) steps should be taken to select three men for being sent to foreign countries for training, the candidates selected being required to undergo preliminary training in India for a year and sent abroad thereafter if found suitable, (ii) for training men with lower qualifications and upper subordinates, three men may be sent to Sibpur or any other Indian centre of training for a year with a stipend of Rs. 50 per mensem each, and (iii) for training up men of the ordinary artisans a small school be started at Benkipur as early as possible at a cost not exceeding Rs. 6,000 per annum.

As regards the training of candidates in India (item 2 above) the marginally-noted officers will constitute themselves into a Committee with the Inspector-General of Education as convenor and submit their recommendations to Government regarding the candidates to whom the stipends may be awarded and the place or places of training selected.

The Inspector-General of Education in Mysore.
The Chief Engineer of Mysore.
The Director of Mines and Geology in Mysore.

Detailed proposals in the matter of starting the school for artisans will be submitted for the orders of Government by the Director of Mines and Geology in consultation with the Inspector-General of Education, Chief Engineer and the Special Officer, Iron Scheme, as soon as the operation stage of the scheme commences.

G. O. No. 6201-7—Edn. 146-16-8, dated 8th January 1919.

Scheme of Physical Culture in the University.

With a view to encourage systematic physical exercise among the students in the University and to afford opportunities to them to seek medical advice whenever necessary, the Senate have recommended a scheme of Voluntary Medical Inspection and Voluntary Physical Instruction of the University students. The scheme contemplates Physical Instruction in four departments, *viz.*—

1. Gymnasium,
2. Athletics,
3. University Training Corps and
4. Care of Health,

under the supervision of the two Directors of Physical Culture to be appointed for the Bangalore and Mysore Centres respectively.

The proposals also relate to (1) the construction of a Gymnasium at each of the two centres, (2) provision of a swimming bath at Mysore and rowing boats required therefor, (3) formation of University Training Corps at Mysore and Bangalore for the students and College *staff*, (4) institution of lectures on Hygiene and Sanitation, (5) the appointment of a Physical Culture Committee for each University Centre composed of a few members of the College staff and other gentlemen interested in athletics.

Government are pleased to approve generally of the proposals as finally recommended by the University Council.

G. O. No. 6404-6—Edn. 142-17-8, dated 11th January 1919.

Museums in High Schools.

The scheme prepared by the Inspector-General of Education involves an expenditure of Rs. 39,46,764 as detailed below :—

	Recurring	Non-recurring	Total
	Rs.	Rs.	Rs.
High Schools ...	4,448	84,920	89,408
Middle Schools ...	15,240	6,83,260	6,98,500
Primary Schools ...	57,696	31,01,160	31,58,856
Total ...	77,424	38,69,340	39,46,764

With a view to develop the powers of accurate observation of students, Government consider that museums of the kind may with advantage be started to begin with in the High Schools. It is observed that out of the sum of Rs. 84,920 proposed for non-recurring expenditure, Rs. 77,000 is intended for buildings. As Government have sanctioned additions to High School buildings only very recently they are of opinion that it should be possible to accommodate the museums in the High Schools without a separate building in each case.

The Inspector-General of Education is requested to take steps for starting museums in the High Schools with effect from the next official year. The total cost should not exceed Rs. 2,000 per annum recurring and Rs. 10,000 non-recurring.

G. O. No. 7609-11—Edn. 5-17-4, dated 14th February 1919.

The Maharani's College.

ADMISSION OF GIRLS OF ALL COMMUNITIES.

Government are pleased to sanction the alteration of the existing rule as noted below :—

"The Maharani's College shall be open to girls of all communities provided that in the case of any admission which the Committee do not consider desirable for any satisfactory reason, they may refuse or disallow such admission. In the case of any such rejection the parent or guardian of the pupil concerned may appeal to the Inspector-General of Education who may confirm such rejection, or, if he disagrees, refer the matter to Government."

G. O. No. 7646-7—Edn. 48-18-4, dated 15th February 1919.

Students of the Depressed Classes.

GRANT OF SCHOLARSHIPS FOR THE STUDY OF ENGLISH.

The Inspector-General of Education recommends the following rates of scholarships :—

(i) For students of I and III English classes	Rs. 6 per mensem.
(ii) For students of I, II and III forms	,, 8, 9 and 10 per mensem, respectively.
(iii) For students of IV, V and VI forms	,, 12, 14 and 15 per mensem, respectively.
(vi) Entrance class	,, 20 per mensem.

He proposes that a student who once fails may be given a reduced scholarship, the reduction amounting to not less than one-third of the ordinary value of the scholarship according to the manner in which he has acquitted himself in the examination. Ordinarily no student who fails twice should be eligible for a scholarship and in no case a student who has failed thrice.

The Inspector-General of Education recommends also that in addition to the scholarships, the following facilities may be created at least for some years to come as a special encouragement :—

(i) Grant of a sum not exceeding Rs. 5 per month, out of the scholarship amount directly to the parent of each student.

(ii) Provision of a sum of Rs. 15 in the case of each boy selected to give him decent clothing.

(iii) Payment of railway charges to and from in the case of boys who have to go outside for their education.

Government approve tentatively of the rules submitted by the Inspector-General of Education for fixing the value of the scholarships and are also pleased to sanction the concessions recommended by him for a period of three years. As regards the railway fare, each student who has to go out may be allowed a single third class railway fare for each journey.

G. O. No. 7729-31—Edn. 75-18-1, dated 17th February 1919.

The Mysore University.

REVIEW ON THE REPORT FOR 1917-18.

Mr. H. V. Nanjundayya continued to be the Vice-Chancellor of the Mysore University and Mr. Denham, Registrar, and the University was strengthened by the appointment of two new Professors one for History and the other for Commerce.

Finance and attendance.—The income of the University from all sources was Rs. 5,50,420 and the expenditure Rs. 4,82,227 during the year. The number of students under instruction in the various Colleges was 619 including 5 students in the College Classes of the Maharani's College.

Developments.—The most important developments during the year were the establishment of College of Engineering at Bangalore and the introduction of a Commerce course in the Maharaja's College at Mysore. The first year's class in the Engineering College started with a select batch of 45 students. The question of starting an Agricultural College at Mysore with effect from 1920-21 is under the consideration of Government.

Examinations.—The first Mysore University Examinations were held during the year. Out of 30 candidates sent up for the First Year's Certificate, 11 passed. Of 76 candidates that appeared for the B. A. Degree, 40 passed in both parts and 20 in one part only. Out of 403 candidates for the Entrance Examination, 138 or 34·24 per cent passed. The low percentage of passes indicates the high standard of the University Examinations. The results of the Entrance Examination, however, leaves a doubt regarding the efficiency of the High Schools.

Libraries.—The University Library buildings were occupied in April 1918, and a beginning was made towards the formation of a University Library with 2,311 volumes transferred from the Maharaja's College Library and the Oriental Library. Arrangements are reported to have been made for large additions to this Library. The University Librarian was deputed to visit important Libraries at Madras, Calcutta, Baroda, Bombay, Delhi and Lahore, to study the details of their organisation and working.

Hostels.—The problem of providing accommodation to students who are too poor to bear the high cost of living in hostels is a difficult one. The proposals of the University in this respect will be awaited with interest.

Government have recently sanctioned a post-graduate course of teaching and also a concurrent optional course for the B. A. Degree. The detailed scheme is awaited.

The Calcutta University Commission visited the University in connection with their enquiry into the conditions of University Education in India. The Senate met twice during the year and discussed important schemes for the development of the University.

Government are pleased to express their appreciation of the satisfactory manner in which the development of the University has proceeded and to convey their thanks to the Vice-Chancellor, the Registrar and other Members of the University Council and the staff of the University for the high level of administrative and academical efficiency reached during the year.

G. O. No. 8320—Edn. 226-18-4, dated 6th March 1919.

Village Elementary Schools.

DISBURSEMENT OF GRANTS TO AIDED SCHOOLS AND OF SALARIES TO TEACHERS.

The present system of disbursement of grants on consolidated bills was prescribed by the Comptroller with the sanction of Government in his Circular No. T. A. D. 11—1208, dated 25th April 1917, whereby only one consolidated bill is prepared for the grants payable to all the Village Elementary Schools by the District Inspector of Education and forwarded to the Amildar of the taluk concerned for encashment and disbursement in the same way as the pay of Village Elementary school-masters through the agency of Shekdars. The procedure in both the cases as regards preparation of bills, refund of undisbursed amounts, maintenance of acquittance rolls, etc., is the same and has been laid down in Comptroller's Circular No. 7758—T. A. D. 11—1097, dated 24th April 1916.

The present system entails considerable delay and consequent dissatisfaction among the school-masters. It also hampers the discharge of the legitimate duties of Shekdars. Government have received from time to time several suggestions for remedying these evils. Disbursement of the amounts by postal money order, direct payment at the Treasury, payment by Patels out of imprest given to them for the purpose, payment by a special agency of the Education Department are some of the important suggestions.

On a careful consideration of all the above suggestions, Government are of opinion that the system of direct payment at the Treasury may be adopted in the case of payment of salaries and grants to teachers of Village Elementary Schools within a distance of 10 miles of the Taluk headquarters. In the case of villages beyond this distance, the pay and grants may be remitted by postal money order, the commission being borne by Government until separate special arrangements are made with the postal authorities therefor.

Two consolidated bills one for grants to aided institutions and the other for salaries of Village Elementary schoolmasters will be prepared by the Assistant Inspector of Education for all the Village Schools in each taluk in his charge and forwarded to the Amildar of the taluk concerned for encashment and payment to the schoolmasters in the manner described above. An acquittance roll may be maintained in the Treasuries to note disbursements. Payments may be arranged to be made on or after the 5th of every month. To enable the schoolmasters to receive payment at the Treasury or the Post Office, such of them as are at a distance of over 5 miles from the Treasury or the nearest Post Office may be allowed to close the school for one day. No travelling allowance will be given for journeys made to draw the pay.

G. O. No. 8529-39—Edn. 33-18-3, dated 8th March 1919.

CO-OPERATIVE SOCIETIES.

Registrar's Report for 1917-18.

GOVERNMENT REVIEW.

The general progress of the co-operative movement continues to be satisfactory though the number of new societies started during the year was less than in the previous year. From the statement given by the Registrar in paragraph 16 of the report showing a classified list of societies according to their working capital and total transactions, it will be seen that there has been a steady increase under all the classes of societies, the largest rise being in the number of societies with a capital below Rs. 500. Out of 1,097 societies existing at the end of the year, 140 were new ones. Of these, 593 or 61% were classified as good as against 401 in the previous year. During the year under review the membership increased by about 9,000 and the working capital and total transactions by nearly Rs. 7½ and 8½ lakhs respectively. There was also increase of nearly Rs. 64,000 in total profits, while the total reserve fund was augmented by about one lakh of rupees. The officiating Registrar reports that the fall in the number of new societies is due to the fact that greater attention was paid to the consolidation of the working of the existing societies during the year.

Among the prominent features of the year's administration may be mentioned the following :—

(*a*) The amendment of the Co-operative Societies Regulation of 1905. The rules under the new Regulation are under preparation.

(*b*) The re-organisation of the department by strengthening both the superior staff and the subordinate establishment. Three new posts of additional Assistant Registrars were sanctioned so that by diminishing the territorial jurisdiction of each officer the duties of inspection and extension of co-operation may be discharged more efficiently. Two of these have been filled up. The remaining appointment is intended specially for the development of industrial and agricultural co-operation and will be filled up when this branch of co-operative work has sufficiently expanded. The pay and prospects of the inspectorate and the clerical establishment were also improved.

(c) The passing of a new rule under the Regulation limiting the loans admissible to Committee Members of Co-operative Societies to not more than 25 per cent of the total loans outstanding against all members.

(d) Development of co-operation in the Malnad areas where the number of societies has been increased from 143 to 173. The bulk of these is of the credit type but attempts are also being made to start co-operative stores.

(e) *Special encouragement of co-operation among the Depressed Classes.*—The number of societies for these classes has increased from 7 to 16 during the year, while several of the existing societies have also admitted persons belonging to the Depressed Classes into their membership.

(f) *Expansion of industrial and agricultural co-operation.*—The measures necessary for effective co-ordination of the efforts made by the Departments of Agriculture, Industries and Commerce, Co-operation and Economic Conference, in further stimulating this form of co-operation and arranging for the better working of the existing institutions are under consideration.

(g) Arrangements for investigation on a larger scale into the economic condition of the members of co-operative societies.

The following statement shows the transactions of the societies under loans during the year :—

District	Number of cases in which loans were issued	Amount of loan issued	Repayments during the year	Loans outstanding against the members at the close of the year
1	2	3	4	5
		Rs.	Rs.	Rs.
Bangalore ...	19,994	19,28,000	15,71,000	26,30,000
Kolar ...	29,875	8,51,000	7,80,000	5,47,000
Tumkur ...	Figures not furnished	7,81,000	7,13,000	9,98,000
Mysore ...		14,63,000	11,69,000	7,90,000
Hassan ...		2,57,000	2,38,000	3,70,000
Shimoga ...		3,24,000	2,59,000	3,36,000
Kadur ...		...	...	...
Chitaldrug ...		...	...	...

The figures in the report are incomplete but even these are sufficient to indicate that the outstandings are heavy in all the districts and that there is need for the adoption of special measures for recovering the arrears and enforcing punctuality in repayment. It is also not clear from the report what proportion of the increase in the total profits may be attributed to prompter recoveries of loans due by members and how much to the increase in total transactions. The Registrar of Co-operative Societies is requested to submit a special report on these outstandings and the measures recommended by him to reduce them.

Out of the total amount of Rs. 38,08,000 advanced as loans, Rs. 63·2% was for productive purposes, loans for discharging prior debts amounted Rs. 19,08,000 as against Rs. 16,01,000 in the previous year. The percentage of loans granted for miscellaneous purposes, some of which are of an unproductive character, decreased from 7 in the previous year to 4·9 in the year under review.

The registration of 18 societies was cancelled during the year the reason assigned in most of the cases being the indifference of the people and unwillingness on their part to start work. This indicates the necessity for bestowing much care in selecting localities for the formation of new societies and the subordinate officers of the Department should be instructed not to encourage the starting of new societies in future without careful enquiry into their prospects of stability.

It is statisfactory to note that despite the adverse conditions of the money market that continued to prevail during the year, there was an increase of 18% in the amount of deposits attracted by the societies. The total amount of deposits outstanding at the end of the year was thus Rs. 20,63,000. The primary rural societies have as a rule not yet succeeded in attracting deposits except on a very limited scale and are mostly dependent on outside borrowings. The increase of deposits and the reduction of outside borrowing should be kept specially in view in future both by the staff of the Department, the office bearers of societies and others interested in the co-operative movement, and systematic efforts made to inculcate habits of thrift and saving among the rural classes through the medium of co-operative societies by more vigorous propaganda.

The Registrar estimates that the cheaper credit offered by the co-operative societies has resulted in a saving of Rs. 5,20,000 in the shape of interest to the members of societies during the year. The elaborate investigation into the economic condition of the members of 180 societies conducted during the year has revealed that while the indebtedness of the members has more or less continued to be stationary their total assets have increased by about Rs. 16 lakhs. The members are stated to have been enabled to pay up nearly half of Rs. 20 lakhs they owed to private money lenders. Though the investigation cannot be said to be of an exhaustive character it has yet shown that the co-operative movement has considerably improved the economic condition of the members during the past ten years. In this connection Government regret to observe that the Malnad Improvement Committee have not yet been able to publish the results of the enquiry into the agricultural indebtedness of the Malnad population conducted in two select hoblies of the Sagar Taluk last year.

The Registrar is requested to take action at once in consultation with the Malnad Committee to publish the results before the end of March next.

The work of the Central Financing Institutions continued to expand during the year. The question of amalgamating the Bangalore Central and the Mysore Provincial Co-operative Banks and bringing into existence an apex Bank for the whole State is still under consideration. Government agree with the Registrar in his view about the limited scope of work possible for the Federal Banking Unions but as suggested by them in their last year's review it should be possible to convert these Unions into District Banks and in this manner make them more effective financing and supervising bodies and await his further recommendations in this respect.

The number of non-agricultural societies increased by 8 during the year, the total number at the end being 152. Of these 108 were purely credit institutions. The Stores Societies have done very useful work during the year in urban areas chiefly in meeting the difficulties due to high prices and deficient supply of food stuffs and piece-goods. There were 43 special types of productive societies, agricultural and industrial. The work of the weavers' societies shows improvement, the value of raw materials purchased and goods manufactured and sold during the year being Rs. 2,90,000 and Rs. 3,06,000, respectively, as against Rs. 1,47,000 and Rs. 1,36,000 in the year previous. The Government consider that the scope for improving the economic condition of the weaver class is still vast. They have recently sanctioned a special loan of Rs. 50,000 for the Weavers' Co-operative Society in Bangalore to enable the weavers in the Bangalore City to tide over the present difficulties when the market for woven goods has lost its equilibrium. On the successful working of the scheme in the Bangalore City will largely depend the course of action which may in future be adopted in helping the weavers in other parts of the State. The gudigars' society and the ivory inlay workers' society are two new departures in societies for productive purposes and their future development will be watched with interest. Only one Llft Irrigation Society at Yelladabagi is working, while the other at Kannaikanahalli has confined itself to credit operations owing to the difficulty of obtaining the requisite machinery. The jaggery manufacturing and rice hulling societies are reported to be still in the experimental stage, while in a few cases societies newly formed with these objects have not been able to start work for want of machinery. Some of these societies have been in existence for nearly five years. They should no longer be treated as mere experiments and with the combined efforts of the officers of the Co-operative and Industries and Commerce Departments, they should be placed at once in effective working order so that they may play a real part in stimulating agricultural and industrial development in rural areas.

There has been a noticeable tendency towards an increase in the number of suits filed in recent years. This is not satisfactory from the co-operative standpoint as recourse to such measures should be very rare. The managing committees of societies should be made clearly to understand that the efficiency of a society is in direct proportion to the ease with which obligations are met and that special care should be exercised to see that the amounts given to each individual do not exceed the limits of his credit. The number of suits pending disposal for more than six months and one year is large being 140 and 112 respectively. The Registrar's recommendations to remedy this state of affairs are under consideration. The Registrar should take early action in communication with the Deputy Commissioners of Districts regarding the large number of decrees pending execution.

The audit work of the societies was as usual mostly done by official agency. The central financing institutions, *viz.*, the two Central Banks at Bangalore and several of the Unions were able to audit the accounts of 213 societies affiliated to them. Separate orders have been passed on the recommendation of the Registrar about deputing some of the senior Co-operative Inspectors solely for audit work.

The annual Provincial Co-operative Conference was held in Mysore during the Dasara Season, 1917, and 8 District and 70 Taluk Conferences were held in connection with the District and Taluk Conferences. An examination in Co-operative subjects was instituted in connection with the Local Service Examinations.

Government regret to observe that the bulletin on co-operation has ceased to be published. Though co-operation forms one of the important subjects dealt with in the Mysore Economic Journal and the Arthasadhaka Patrike, Government consider that a separate vernacular journal exclusively devoted to popularise the movement is very desirable and they trust that the Registrar will, in consultation with the leading persons interested in the movement, take early action to revive the bulletin and to make it more popular and useful.

The number of days on which the Registrar (Mr. Chandy) and Officiating Registrar (Mr. R. Ranga Rao) were on tour during the year was only 111 which is scarcely satisfactory. The Officiating Registrar toured for only 21 days as Deputy Registrar, which is also unsatisfactory. The insufficient touring of this officer was commented upon in the last year's review by Government and it is hoped that there will be no room for complaint in future on this score. The number of societies inspected too, was very few being 74 and of these only 36 were rural societies. The movement requires constant supervision over subordinate staff and guidance and propagandist work—requiring frequent tours in rural parts and districts.

In conclusion, the Government desire to thank the large body of private individuals who have continued to work and help in promoting the cause of co-operation in the State. The Officiating Registrar (Mr. R. Ranga Rao) also deserves to be congratulated on the clear and concise report he has submitted, which shows that the working of the Department during the year was fairly satisfactory. With the re-organisation and strengthening of the department now sanctioned and with the increased co-operation of the non-official public, Government look forward to a much wider expansion of the movement in the coming year, more especially in the field of agricultural and industrial co-operation, in regard to which the Officiating Registrar is requested .to devote particular attention.

No. 6231-80—E. C. 41-18-6, dated 8th January 1919.

PUBLIC WORKS.

The Electrical Department.

SCHEME OF TRAINING OF OFFICERS AND GRADUATES FOR APPOINTMENTS IN THE DEPARTMENT.

Government have had under consideration for some time the question of training a sufficient number of local officers in foreign countries for responsible posts in the Electrical Department. There are at present only eight officers in the Department who have undergone such training in England and America. But the number is insufficient, as there are seventeen responsible posts which should be filled by men who have received a thorough training abroad. Moreover, new Hydro-Electric schemes are under investigation. When they are launched and officers are deputed on such schemes, others will be required to replace those withdrawn from the existing small number of trained men.

To meet the present and prospective demands, the Chief Electrical Engineer has formulated a scheme, the object of which is to secure for the Electrical Department, ten additional competent men thoroughly equipped in up-to-date methods, six of whom will be officers selected from among the existing staff for undergoing complete practical training and four graduates.

In the case of officers to be sent on deputation to foreign countries, selection will be confined to men who are below thirty-five years of age and whose general ability is such as to enable them to benefit by the training received. Their training will extend over a period of two years.

The student scholarships will be thrown open alike to graduates in Arts whose optional subject is Mathematics or Physical Science and graduates in Engineering who have taken up Electrical or Mathematical Engineering. The period of scholarship in their case will be limited to four years, one year for post-graduate and three years for practical course in a foreign country. The candidates will be selected by a Committee composed of the Public Works Secretary, the Chief Electrical Engineer, the Professor of Physics in the Central College and the Principal, College of Engineering.

The scheme, which has been worked out in detail, is eminently practical and useful, and Government are pleased to accord sanction to its adoption.

The total cost of training the requisite number of men is estimated at Rs. 1,30,000 or Rs. 18,600 roughly per year on an average.

G. O. No. C. P. S. 23-9—29 E., dated 11th January 1919.

House building in cities and towns.

FORMATION OF PRIVATE FIRMS OF ARCHITECTS AND ENGINEERS IN THE CITY OF BANGALORE.

With the rapid expansion of the Cities of Bangalore and Mysore, and many of the towns in the districts, a large number of private buildings are springing up every year in all of them; but for want of sufficient guidance, the buildings are not properly designed, whether in point of architecture or sanitation, and the result is many unsuitable houses.

The Municipalities hardly find time to scrutinise the plans submitted to them for license, and it is more than they can do to see that the houses built are properly ventilated and capable of effective drainage.

Private house-builders also labour under the disadvantage of want of technical assistance in constructing their houses. They are in the hands of petty contractors, many of whom have not the necessary technical knowledge to guide them, and very often land their customers in trouble.

The same difficulty is experienced by the District Boards and minor Municipalities, who wish to improve their towns, but cannot afford to employ the necessary technical staff permanently. At present, they are greatly dependent on the Government Public Works Department, who hardly find time to attend to them, and many town improvement schemes are, in consequence, put off indefinitely.

With a view to remove the above difficulties, and to secure some sort of architectural effect from the new houses being built in the extensions to cities and towns, Government have resolved to encourage the formation of private firms of Architects and Engineers in the City of Bangalore, consisting of local professional men and contractors.

The firms will be authorised to furnish private parties with designs and estimates for buildings, and also undertake the construction of them, when required to do so, and the scale of fees to be charged by them for the various items of work will be fixed by Government from time to time. In intricate cases, the Superintending Engineer of the Circle may help the firm, as well as the parties, to come to an understanding as to the quality of work and remuneration.

City Municipalities will also be advised to consider the desirability of amending their bye-laws, so as to require plans, etc., sent up to them for licenses being prepared by such firms.

In the case of other Municipalities, the above object may be achieved by a special order passed to that effect.

The firms will, in addition, be permitted to advise District Boards and Municipalities, regarding works undertaken by them, such as town-planning, water-supply and drainage, furnishing them with designs and estimates and undertaking their construction, when required, on a scale of fees to be fixed, from time to time.

The firms will be recognised on certificates, as to their eligibility, from the Chief Engineer, Public Works Department, to whom all applications will be referred.

To encourage the early starting of such firms, Government have resolved, as a tentative measure for two years, to help them with an annual contribution equal in amount to the amount of fees earned by them in the performance of their business, subject to a minimum of Rs. 3,000 per annum, provided they have done satisfactory work during the year. Government are prepared to grant these concessions to three firms during the year.

G. O. No. P. W. 291-352—M. 1463-524, dated 5th February 1919.

The Gauging and Regulation Division.

To give effect to the rules of regulation framed under the terms of the award of the Cauvery Arbitration Committee, joint observations have been conducted for the past four years by Madras and Mysore of the discharges at the Upper Anicut (Trichinopoly) and Krishnaraja Sagara. The object aimed at is to determine the exact proportion between the flow at Krishnaraja Sagara and at the Upper Anicut and to fix the proportion factor for calculating the discharge due to Madras from the Kannambadi catchment for the various stages of the river flow.

In order to calculate the results of the observations made during the past years and to prepare the velocity and discharge curves, as also to conduct further observations to determine the transmission loss for representative sections of the river Cauvery, such as:—

(*a*) Mysore catchment up to Sivasamudram,

(*b*) the hilly catchment between Sivasamudram and Bhavani, and

(*c*) the sandy bed between Bhavani and the Upper Anicut. The Chief Engineer, Cauvery Valley Irrigation, has proposed the formation of a Special Temporary Division called "The Gauging and Regulation Division" for a period of two years.

The constitution of the Special Temporary Division, as proposed with headquarters at Mysore, is sanctioned; as also the establishment required therefor.

G. O. No. P. W. 452-55—E. 1960-3, dated 14-2-19.

Additional powers to Superintending Engineers.

In the matters relating to minor appointments and routine work, it is observed that there is much of centralization in the Public Works Department Central Office, and the same has not been conducive to the due despatch of work. In order to remedy this state of things, Government are pleased to delegate to the Superintending Engineers, the following powers in addition to those now exercised by them:—

POWERS TO BE DELEGATED TO THE SUPERINTENDING ENGINEERS OF CIRCLES.

1. To appoint, suspend or dismiss:—
   (*a*) Clerks on a pay of Rs. 30 per mensem and below, each Circle being treated as a unit.
   (*b*) Taluk Maistris and Nala Manegars.

Note.—Superintending Engineers should submit to the Chief Engineer, not later than the 31st January every year, a gradation list of Clerks, Taluk Maistris and Nala Manegars, arranged in the order of seniority, with remarks on their conduct and work, in the prescribed form.

2. To sanction bicycle allowance in lieu of pony allowance.

3. To fix and recover proportionate rents for occupation of Government buildings, submitting half-yearly, not later than the 15th of January and the 15th of July every year, a schedule of cases in which orders are passed under the rent rules in force.

Note.—The power exercised under this rule is to be only anticipatory subject to confirmation by the Chief Engineer.

4. To grant triennial increments to Taluk Maistris and Nala Manegars according to rules.

5. To grant certificates to temporary officials to enable them to insure their lives in the State Insurance.

G. O. No. P. W. 465-81—E. 2042-58, dated 17th February 1919.

RAILWAYS.

The Railway Department.

RULES FOR THE RECRUITMENT AND TRAINING OF PERMANENT WAY STAFF.

It has been considered desirable to have a definite scheme for the recruitment and training of men on some systematic lines for all grades of appointments, with a view to secure efficient men and Government are accordingly pleased to sanction the rules (printed as appendix) for the recruitment and training of Permanent Way staff, now submitted by the Secretary for Railways, which are analogous to those in force on the Railways in British India.

Appendix.

RULES FOR THE RECRUITMENT AND TRAINING OF PERMANENT WAY SUBORDINATE STAFF.

1. Candidates for appointments to the subordinate grades of the Permanent Way staff will be selected from Mysoreans, either by birth or by domicile, of sound construction and good physique, preference being given, other things being equal, to those whose parents are, or have been, employed in the Mysore Railways, and who can themselves produce certificates of good character from the heads of their departments. The type of men wanted are those who can stand "out-door work."

2. Two candidates will be selected a year for training. The selection will be made by a Committee consisting of the Agent, Mysore Railways, as President, the Superintendent, Mechanical Engineering School and the Senior Surgeon as Members.

3. A candidate before being accepted shall have passed an examination equivalent to the Mysore Lower Secondary Examination in English and shall produce a certificate of good character from the school at which he has been taught and a medical certificate of sound physique from a Medical Officer not below the grade of Assistant Surgeon.

4. He must at the time he begins his apprenticeship, be not less than 17 or over 21 years of age.

5. He will be required to enter into an agreement (which must also be attested by a parent or guardian in order that the candidate may be given fully to understand the terms and conditions of service) with the Agent to serve four years as an apprentice and will receive subsistence allowance as follows :—

			Rs.	a.	p.	
1st year	...	...	20	0	0	per mensem
2nd ,,	...	...	22	8	0	,,
3rd ,,	...	...	25	0	0	,,
5th ,,	...	...	28	0	0	,,

If he has passed the examination prescribed in para 7, if not Rs. 25, provided always that before any increment is granted, the report of his diligence, progress and behaviour from the Inspector and Engineer under whom he is being trained, shall in every way prove satisfactory. Appointments will be made on occurrence of vacancies and the subsistence allowance of an apprentice will commence from the date he reports himself to the Superintendent, Government School of Mechanical Engineering, Bangalore City, for the 1st year's course.

For the first year, a suitable course in carpentry, smithy, machine handling and drawing will be arranged for him in the School of Mechanical Engineering, Bangalore.

6. For the 2nd and 3rd year, each apprentice will be placed for purposes of instruction under a qualified Permanent Way Inspector whose orders he must implicitly obey.

7. On the expiration of the 3rd year of apprenticeship, the apprentice will be examined by a Board at any station determined by the Superintending Engineer, Railways, consisting of an Executive Engineer, a Sub-Divisional Officer and a Permanent Way Inspector who will test his knowledge for the duties of a Permanent Way Inspector, both theoretical and practical, his acquaintance with technical terms used by workmen and with the several Railway Rules and Regulations. Special care should be taken to examine very thoroughly in Chapters XIV, XIX and XX of Rules and Regulations, Part I, of General Rules for Open Line and no candidate is to be considered qualified who does not show that he is fully acquainted with the rules. In case of failure, he will be examined again after 3 months. Should an apprentice however fail twice to pass the examination, his services will be dispensed with.

8. After passing the examination successfully, the apprentice will, for three months of the 4th year of his training be posted to the office of the Executive Engineer where he will be trained in the preparation of returns as usually submitted by Permanent Way Inspectors and will also be instructed in the ordinary method of official correspondence and in the Departmental procedure for the disbursement of money and the initial forms of accounting for labour and materials.

The remaining nine months of the 4th year should be devoted to special training in matters which the apprentice examination showed him to be least well qualified in.

9. At the expiration of the four years' training should his reports

have been uniformly satisfactory, he will be eligible for an appointment as Sub-Way Inspector on the Mysore Railways on the non-pensionable establishment and will be granted a certificate to that effect. If retained in service after the completion of four years he will have to sign a fresh service agreement usually taken for non-pensionable employees.

10. As far as possible, the passed apprentices will be absorbed in the Railway service, but no guarantee can, however, be given of permanent employment as this must depend on vacancies occurring, but should he be retained on the line when duly qualified, he will be designated as a Sub-Way Inspector in the grade of Rs. 35—$\frac{3}{1}$—50 a month, non-pensionable service, until such time as an opportunity occurs of appointing him to an Inspectorship, the minimum pay of which post is fixed at Rs. 70 a month. After being appointed to an Inspectorship, he will have to work one year on probation and his confirmation will depend on the report received on his work at the end of that period.

11. When an apprentice has completed satisfactorily his full course and is certified as eligible for an appointment, a bonus of Rs. 5 per month will be apportioned to the Permanent Way Inspector, under whom he has been trained according to the period he has been under each.

12. The parent or guardian of a candidate will be required to deposit a sum of Rs. 50, with the Comptroller for Railways, as security which will be forfeited should the candidate terminate his agreement during the period of apprenticeship. Further, it shall be optional for the Superintending Engineer to withhold payment of this deposit should he terminate his apprenticeship for any of the reasons stated in para 2 of the agreement.

G. O. No. R. S. 2526-34—Ry. F. G. 209-18-19, dated 15th March 1919.

GEOLOGICAL.

Department of Geology.

GOVERNMENT REVIEW ON THE ANNUAL REPORT FOR 1917-18.

Work of the Department.—Government have under consideration a ten years' programme of work for the Department. During the year under review the attention of the Department was given mostly to mineral exploration and survey work and to the investigation of possible industrial development in connection with limestone, bauxite, graphite, asbestos, soda earth and kaolin.

Mining and prospecting.—The number of mining leases and prospecting licenses current during the year were 32 and 69 as against 34 and 67, respectively, in the previous year. The majority of the prospecting licenses were for manganese and chrome or included in these minerals.

The total area held under mining leases and prospecting licenses during the year 1917-18 was 74,478 acres and the rents recovered thereunder amounted to Rs. 16,413.

Prospecting and economic enquiries—Manganese.—There was an appreciable increase in the output and export of manganese ore during the year. The quantity obtained was 31,331 tons and that exported 7,259 tons as against 20,674 and 4,599 tons in 1916-17. The royalty payable to Government was Rs. 4,537 as against Rs.2,999 in the previous year. The bulk of the ore raised was from the Kumsi and Python blocks in the Shimoga District while some work was also done in Tumkur, Chitaldrug and other districts.

Chrome.—Prospecting for chrome received greater attention than previously during the year owing to the rise in price and the increased demand for the ore for munition purposes.

Asbestos.—Increased attention was paid during the year to prospect for asbestos. It is reported that an attempt to start an asbestos industry on a large scale is being made by Mr. M. L. Vardhamanaiya, merchant, Mysore City. Government have since granted to Mr. Vardhamanaiya, a monopoly for a period of five years of all available asbestos blocks in the districts of Mysore and Hassan on certain conditions with a view to place at his disposal a suitable asbestos area to meet the needs of a plant which he intends to erect.

Bauxite.—A number of samples of bauxite obtained in the Kemmangundi valley in the Kadur District and from the hills near Sivagange in Holalkere Taluk were analysed and tested. Since bauxite ores in the State seem to be almost invariably found in the highly decomposed and altered rock formations, such as the laterites and lateritoids and these latter occur over extensive areas in the State chiefly in the Shimoga District, it is reported that a great deal of close examination and prospecting work has to be done to obtain suitable rich deposits of the material, either for purposes of manufacturing aluminium or refractory products. Further investigation may be carried on and the result reported to Government.

Limestone.—The limestone deposits near Voblapur in the Tumkur District were further investigated and the results of the investigation so far obtained show that the limestone does not appear to be good enough for the production of carbide or cynamide or paper pulp. The limestone is, however, quite suitable for flux and cement purposes and requires more careful examination and exploitation. It is stated that the deposits near Marikanave and Ittigehalli which were examined appear to be made up of the magnesian variety of limestone and that there is an abundant quantity of it for the manufacture of straw-board from the elephant grass said to occur in the river bed in that area.

Manufacture of cement.—Investigations are being made to ascertain clay deposits suitable for cement manufacture within easy reach of the Voblapur limestone deposits. Two such deposits, one near Banasandra and another near Voblapur are reported to have been found.

Sodium carbonate.—Experimental work for extracting clean sodium carbonate from the deposits of alkaline earth near Mandya was conducted at the Indian Institute of Science. The results so far obtained are reported to be very satisfactory and encouraging. Proposals for the continuance of this work are under the consideration of Government.

Graphite.—Investigation in respect of graphite deposits near Ganacharpur in the Bowringpet Taluk, was started during the year and two veins of graphite are reported to have been observed at a depth of 5 feet from the surface. A Sub-Assistant Geologist has been deputed to continue the work of prospecting this area.

Other minerals.—The occurrence and distribution of minerals like staurolite and kyanite are also reported to have been noted.

Geological Museum.—The rocks and minerals of the State are reported to have been arranged in the order of their description contained in the Departmental Bulletins Nos. 6 and 7. The card index system has been started in which information regarding the occurrence of minerals, their character, uses and methods of treatment and allied metallurgical subjects is reported to have been collected from current literature, journals and periodicals received in the Department.

Miscellaneous.—During the year the accounts of the Department were ordered to be examined by Mr. K. L. Datta, Special Financial Officer, and in accordance with the suggestions made by him, a revised system of accounts procedure has been prescribed for the

Department. Arrangements were also ordered to be made for the annual inspection by Government officers of the accounts maintained by Mining Companies in the State and the subject is stated to be under correspondence with the Mining Companies. The question of revising the rules relating to prospecting licenses in various respects including the conditions, etc., of renewal is under consideration. The practice on the part of licensees, of continuing work under expired licenses in anticipation of renewals is irregular and should be strictly prohibited.

A set of explosives rules regarding all matters concerning the functions of village police was drawn up during the year for incorporation in the Mysore Village Manual.

The Kannada edition of the Bulletin on Mineral Resources of Mysore was published and distributed to several officers of the State and to educational institutions and rural libraries, etc.

Government are pleased to record that the work of the Department during the year was satisfactory.

G. O. No. 13997—G. M. 35-18-3, dated 10th January 1919.

Mineral Licenses and Leases.

ENCOURAGEMENT TO LOCAL CAPITALISTS.

Government are pleased to direct that in preference to refusing applications in respect of minerals required for industrial purposes in the State, certain minerals or certain areas containing such minerals so required might be reserved and notified in the Gazette from time to time; and that prospecting licenses, subject to such reservations and the condition that Government should have the first refusal of the mineral collected, might be freely granted to applicants who are Mysoreans, by birth or domicile, and in exceptional cases to others also, preferably those who have already worked in the State for not less than five years.

The Director, Department of Mines and Geology, is requested to report in consultation with the Director of Industries and Commerce and the Secretary, Economic Conference, for orders of Government the minerals or particular areas, containing the minerals, which it may be desirable to reserve as above.

G. O. No. G. 17920-22—Geol. 47-18-2, dated 19th February 1919.

LOCAL SELF-GOVERNMENT.

Government Servant being an elected Councillor.

Government are pleased to direct that no full-time servant of Government who is not thereby disqualified from standing for election as a Municipal Councillor shall take office as an *elected* Councillor on any Municipal Council without having obtained their previous approval through his departmental superior.

G. O. No. 8355-95—Ml. 57-18-12, 8th January 1919.

The City Improvement Trust Board—Mysore.

Review on its working during 1917-18.

Constitution.—The constitution of the Board underwent a slight change during the latter part of the year by the appointment of a separate non-official Chairman in place of the hitherto *ex-officio* Chairman who was also the President of the Municipal Council. Rao Bahadur Rajasilpivisarada Mr. B. Subba Rao was appointed in March 1918 to the said office.

Meetings.—Fourteen meetings were held during the year, of which 12 were ordinary and 2 special, and the attendance thereat was 6·8 against 7·1 of the previous year for a total strength of 9 members on the Board. The fall in attendance was apparently due to one of the vacancies on the Board not having been filled up.

Financial position.—As in the previous year an extra grant of rupees one lakh in addition to the normal grant of Rs. 30 lakhs was sanctioned in Government Order No. 5905-10—Ml. 95-17-5, dated 20th April 1918, for expenditure by the Board. Against this amount a sum of Rs. 2,80,455 was spent on drainage and construction works of the Board, Rs. 1,15,898 on the acquisition and demolition of properties and Rs. 17,455 on house-building loans. The remaining expenditure amounting to Rs. 28,933 was on account of establishment and contingent charges. The figures furnished by the Comptroller show an expenditure of Rs. 10,965 on works for other departments charged to the Trust Board Funds and no reference to this item has been made by the Chairman. The Chairman is requested to report the circumstances under which this expenditure has been incurred, and why it has been included in the Trust Board accounts.

The attention of the Comptroller is again invited to para 2 of the review on last year's Administration Report regarding the incorrectness of showing any opening or closing balances of the Trust Board, and he is requested to take necessary action in consultation with the Chairman to have the accounts regularised in accordance with the instructions issued.

Works in progress.—Fifty-three works are reported to have been under construction during the year, of which 32 were incomplete works of the previous year and 21 new works. The more important of the works in progress during year and the outlay incurred thereon are shown in the following statement:—

Name of work	Total sanctioned estimate	Outlay during 1917-18	Total outlay
	Rs.	Rs.	Rs.
1. Laying pipe-sewers in Nos. II, III and to Parts 1 and 2 of IV, V, Ittigegud and Nazarbad Drainage areas	13,33,396	1,15,508	6,76,218
2. Draining the marsh below the Kukarahalli tank	11,930	6,570	13,238
3. Construction of model houses for the poor	35,412	11,041	17,469
4. Planting avenues	22,800	5,162	13,264
5. Improvement of Devaraja Market...	1,23,500	26,571	67,175
6. Laying out of the Chamundi Extension	1,12,348	37,055	68,268

Out of the total expenditure of Rs. 2,80,455 on works, a sum of Rs. 1,28,602 was spent on drainage and sewerage works. Of the other works, the only one of some magnitude was the laying out of the Chamundi Extension at an outlay of Rs. 37,055. Fourteen works at an outlay of Rs. 22,802 were carried out from the special allotment of Rs. 25,000 reserved out of the annual grant. The Chairman represents that progress under the drainage scheme is rather slow and unless larger allotments are made, appreciable progress cannot be made. The attention of the Chairman is invited to the programme approved in Government Order No. 7415-7—Ml. 95-17-11, dated 14th December 1918. The drainage works may form the subject of a special report.

Progress of acquisition.—Though the number of properties acquired during the year was only 58 against 116 of the previous year, the expenditure incurred under this head showed a considerable increase, being Rs. 1,15,898 against Rs. 73,927 in 1916-17. This is to be accounted for by the costly nature of the properties acquired in the Fort for which the additional grant sanctioned was intended. Out of 7,611 houses declared in all for acquisition, 5,669 properties have already been acquired, leaving 1,942 properties for future acquisition.

Model houses.—Nine model houses were constructed in the Chamundi Extension during the year and were available for sale along with the one remaining unsold at the end of the previous year. The report should have indicated the manner in which these houses are being utilised pending their sale. A sum of Rs. 7,678 is shown as being due from purchasers of the model houses. It is not stated whether the instalments are being regularly recovered. The amount outstanding is heavy and calls for prompt action.

Building sites.—Fifty new sites were formed during the year and out of the 1,121 sites in all available for sale, 111 sites were sold for Rs. 25,549. A sum of only Rs. 16,601 was credited on this account and the large balance of nearly Rs. 9,000 was again held in deposit. Attention of the Chairman is again invited to the remarks made in this connection in the last year's review.

House-building loans.—The activity under this head was not as satisfactory as in the previous year. Loans amounting to Rs. 16,860 were sanctioned to 57 persons against Rs. 39,999 for 141 persons in 1916-17. The policy of Government in regard to this important scheme underwent a change during the year and with a view to increase the scope of its usefulness it was classed in Government Order No. 5905-10—Ml. 95-17-5, dated 20th April 1918, among the productive works to be financed out of loans raised either in open market or obtained from Government.

General.—Government in their Order No. 5905-10—Ml. 95-17-5, dated 20th April 1918, have increased the annual grant from Rs. 3½ lakhs to Rs. 4½ lakhs for the next five years with a view to enable the Trust Board to complete the more urgent and important works within a reasonable period, and have also laid down the policy to be pursued in future in regard to the other important schemes of a beneficial nature, such as the housing of the poor and of the displaced population, improvement works of a productive nature, and town extension schemes. Special attention has also been paid to the Fort improvements so as to enable the Trust Board to complete all the necessary works therein within the course of five or six years. The revised programme submitted by the Chairman for the next five years has also been approved by Government in their Order No. 7415-7—Ml. 95-17-11, dated 14th December 1918. With these facilities at its disposal, Government hope that the Trust Board will be in a position to carry out the object of the Trust with efficiency and expedition.

The Government are pleased to record their appreciation of the satisfactory manner in which the Board have carried out their functions during the year.

G. O. No. 9843-83—Ml. 79-18-5, dated 6th February 1919.

Water-Supply Schemes.

RULES FOR THE SYSTEMATIC PREPARATION AND EXECUTION OF WATER-SUPPLY PROJECTS TO MUNICIPAL TOWNS.

The question of laying down definite rules regarding the procedure to be followed in the preparation and execution of water-supply projects to Municipal Towns has been under the consideration of Government for some time. No uniform procedure is at present adopted in the preliminary investigation of projects, preparation of detailed plans and estimates, and submission of proposals for financing the schemes both for capital outlay and maintenance charges. It is therefore necessary that the whole question should be reviewed and clear and complete instructions laid down for the guidance of officers of all departments concerned and of local bodies for dealing with such cases.

No less than 32 schemes are reported to have been either investigated or under investigation or correspondence for a long period. In only two cases, *viz.*, those of Shimoga and Koppa, have detailed estimates been sanctioned though administrative sanction has been given in the case of four others. The rough estimate for improvements to the Shimoga Town Water-supply was sanctioned so long ago as 1914, but the detailed estimates which are nearly 1½ times more than the original estimates were sanctioned only in April 1916, and even these estimates were not final as a revised estimate for over a lakh of rupees has now been submitted for the consideration of Government. The liability of Government to pay a moiety of the cost has thus not been finally determined yet, and the work is pending execution during all this time. Both in this case as well as in that of Koppa the detailed estimates were sanctioned in the Public Works Department, without the administrative department being consulted on the financial details involved. This procedure which has been adopted in several other cases also has resulted in much correspondence being carried on with the local bodies concerned regarding the financing of the detailed schemes thus entailing a good deal of avoidable delay. Of the marginally-noted projects for which administrative sanction has been given and for which Government have promised a contribution of half or some other portion of the cost, none are ready for execution and every one of them is still in the stage of correspondence either with the Municipal Councils concerned or with the Public Works Department as regards financing or the preparation of the detailed estimates as the case may be. The cases of Dodballapur and Tiptur require to be noticed here as the arrival of a definite decision in regard to them has been unnecessarily delayed. In these two places the rate-payers subscribed largely for their water-supply schemes, and after years of correspondence the proposed scheme for Tiptur was only recently ordered to be abandoned as impracticable and the subscriptions

1. Chikballapur.
2. Chitaldrug.
3. Saligram.

ordered to be returned, while the case of Dodballpur is still under consideration, though first attention was due to these Municipal Towns.

Various other schemes have also been similarly proposed and they show much desultory correspondence which in many cases originated without proper authority.

From a perusal of the correspondence in several of these cases, it is observed that this unsatisfactory state of affairs is due to the unsystematic manner in which the schemes are being taken up and dealt with. Some schemes have been initiated in the Sanitary Division without the sanction of Government in the administrative department, some at the request of the municipal bodies concerned and others again in the Public Works Department without even the consent of the local bodies. Such procedure leads in a majority of cases to much labour and energy being spent in drawing up alternative estimates which have no chance of being sanctioned owing to the financial incapacity of the local body concerned either to meet the capital outlay or the maintenance charges. Even in cases where the municipalities have accepted the financial responsibility for rough estimates, it has often happened that detailed estimates were so much in excess of the rough estimates that they placed the schemes beyond the competence of the municipal bodies concerned. The case of Shikarpur is one in point here. The rough estimate amounting to Rs. 57,000 was accepted by the Municipal Council with much difficulty, but when the detailed estimates amounting to Rs. 1,26,000 were sent to the Municipal Council, they were forced to abandon the scheme as too costly and to take up the less ambitious one of sinking new wells.

In view of the existing defects and difficulties noticed above, it is necessary to lay down definite instructions in the matter for future guidance and Government are accordingly pleased to direct that the following instructions be strictly followed in the preparation of water-supply schemes.

(1) No water-supply scheme for any Municipal town should be initiated or investigated in the Public Works Department without the express orders of Government in the Municipal and Local Fund Department.

(2) An application for contribution from State Funds will be entertained only where a Local Body has resolved to bear half the cost of the scheme and shows clearly its ability to bear the moiety of the cost and meet the annual recurring maintenance charges.

(3) The Presidents of the Local Bodies shall submit through the Deputy Commissioners of Districts concerned, in the first instance, their application for administrative sanction to any scheme they have in view, furnishing complete information as regards the financial condition of the Local Body concerned, the extent of its ability and the manner in which it is proposed to meet its share of cost and the annual maintenance charges.

(4) For purposes of discussing the financing of any scheme,

forecast estimates may be prepared in the Public Works Department with the previous sanction of Government provided the consent of the Local Body is supported by a promise to provide funds up to a specified extent.

(5) Administrative sanction will be given only where complete proposals for financing have been elaborated and submitted to Government.

(6) Annual recurring maintenance charges should be taken into account in considering proposals for financing a scheme.

(7) Detailed estimates should be prepared by the Public Works Department as soon as possible after the administrative sanction adverted to in Clause (5) is accorded.

(8) Sanction to the detailed estimates will be conveyed in the administrative department of Government in accordance with Government Order No. 6983-7003—L. B. 36-17-10, dated 13th June 1918.

(9) Where large increases over the preliminary estimates are involved the Local Body should be invariably consulted with a view to ascertain whether it is able to meet the increased capital cost and maintenance charges.

(10) No work of any kind should be started without consulting the Local Body in the first instance.

(11) Immediately after sanction is accorded to the detailed estimates, arrangements should be made by the President of the Local Body concerned to transfer the amount payable by the Local Body to the Public Works Department.

(12) Full financial responsibility in respect of works taken up rests upon the Local Body concerned.

(13) The Public Works Department will be solely responsible for the proper and timely execution of works.

(14) The execution or preparation of a project should be regulated in accordance with a programme to be laid down by Government from year to year.

G. O. No. 11030-9—Ml. 156-18-1, dated 26th February 1919.

Minor Municipal Councils in the Bangalore District.

GOVERNMENT REVIEW FOR 1917-18.

Government resolve in this order to review the progress made in the administration of the ten Municipalities, noted below, during 1917-18:—

1. Closept.
2. Anekal.
3. Devanhalli.
4. Nelamangala.
5. Tyamagondlu.
6. Hoskote.
7. Kankanhalli.
8. Magadi.
9. Sarjapur.
10. Vadigenhalli.

The first three of these had Municipal Councils constituted under the Municipal Regulation, VI of 1906. The remaining 7 continued to be governed under the executive orders of Government and preliminary action was taken to notify these areas as permanent Municipalities under the Regulation. The total area of the 10 Municipalities under review is 1·58 square miles and their aggregate population 40,306.

Meetings and attendance.—Only one Municipal Council, *viz.*, that of Nelamangala, did not hold the prescribed number of 12 meetings. The average attendance was 5·8 against an average strength of 10·7 members for each Municipal Council. The attendance of official members was rather poor in the Vadigenhalli, Sarjapur and Tyamagondlu Municipalities.

Elections.—The privilege of election, which was withdrawn from the ratepayers of Anekal in June 1915, was restored during the year. For the reconstitution of this Municipal Council as also those of Closepet and Devanhalli, whose terms were to expire shortly, general elections were held during the year. The percentage of attendance of voters at the elections was fair (62 per cent) in Closepet. But it was not quite satisfactory in Anekal and Devanhalli.

Demand, collection and balance.—The current demand for the year 1917-18 under "House and Mohatarfa taxes" was Rs. 20,663. Of this, Rs. 5,440 or 27 per cent was left uncollected, while out of the arrears of Rs. 13,782, 69 per cent or Rs. 9,442 remained uncollected. The collection of current taxes in Closepet and of arrears in Hoskote, Closepet, Nelamangala, Kankanhalli, Magadi and Devanhalli was not satisfactory. The indifference of the village officers in Closepet, and the failure of issue of processes in Nelamangala and the prevalence of plague during the collection season in Kankanhalli, account for the large arrears outstanding in the accounts. This is not satisfactory. The Presidents of the Municipal Councils concerned should make effective arrangements for the prompt collection of all recoverable items, and take action for the writing off of such irrecoverable items as encumber the accounts at present.

Incidence of taxation.—The incidence of taxation for the district was Re. 0-12-4, and ranged between Re. 0-8-5 in Vadigenhalli, and Rs. 1-13-3 in Nelamangala.

Finance.—The income and expenditure for the year, amounted to Rs. 34,983 and Rs. 28,367 against Rs. 33,336 and Rs. 28,359 respectively in the previous year. The variations are insignificant and call for no remarks. The figures furnished for 1916-17 are not complete and correct. These should, in future, be based on the figures furnished in the State Finance and Revenue accounts.

Medical relief.—In the Local Fund Dispensaries, subsidised in part, from the Municipal Funds, 70,350 patients were treated against 67,933 in the previous year. One thousand and twenty-nine persons were vaccinated, as against 990 in the previous year.

Vital statistics—One thousand and fifty births, and 1,181 deaths were recorded during the year, against 1,154 and 1,322 respectively in the previous year. Plague accounted for 371 deaths in all during the year.

Conservancy and sanitation.—Most of the Municipalities had no system of satisfactory drainage or water-supply. Schemes in regard to these, which are within the means of the Municipal Council concerned, should be considered by them and submitted for the sanction of Government.

Six persons were prosecuted for breach of sanitary rules, and 4 were convicted. The fines levied amounted to Rs. 14-4-0.

Public Works.—The expenditure on public works was Rs. 4,187 against 4,238 in the previous year. The works executed were mainly repairs of roads and drains. Thirty-eight per cent of the total budget grant under Public Works lapsed during the year. No expenditure was incurred in the Magadi Municipality on account of the prevalence of plague. In the Sarjapur Municipality, the entire budget grant of Rs. 200 was spent during the year. The lapses were heavy in Hoskote, Nelamangala, Tyamagondlu, Kankanhalli and Closepet. Better progress should be shown during the current year.

G. O. No. 11557—Ml. 79-18-37, dated 10th March 1919.

District Boards.

GOVERNMENT REVIEW ON THEIR WORKING DURING 1917-18.

The report of each District Board has been reviewed separately and the progress made by all the District Boards collectively during 1917-18 will be reviewed in this order.

Development of Local Self-Government.—To give effect to the orders of Government on the development of Local Self-Government a Local Boards and Village Panchayets Bill was passed and it became law from the 1st July 1918, as Regulation VI of 1918, and repealed the Local Boards Regulation II of 1902.

Constitution and working of Local Boards.—There were as in the previous year, 8 District Boards, 77 Taluk Boards, and 264 Union Panchayets. All the District Boards and 75 of the Taluk Boards held the prescribed number of meetings. Fifteen of the Panchayets did not meet at all during the year. Of the remaining 249 Panchayets only 39 held the prescribed number of meetings during the year. The average attendance of members at the meetings of the District Boards, Taluk Boards and Union Panchayets, was 74, 50 and 71 per cent, respectively, of the average strength and was generally satisfactory.

Finance Committees, and audit of accounts.—None of the Committees except that of Chitaldrug met regularly once a month to audit the accounts. The Committees in the Mysore and Hassan Districts held only one and two meetings, respectively, during the year. This is not satisfactory. The Presidents should make proper arrangements for the regular conduct of the audit by the Finance Committees. It is satisfactory to note that the audit of the accounts by the Local Audit staff of the Comptroller's office did not disclose any grave irregularities. With a view to introduce the half-yearly audit of the accounts, the accounts up to the end of December 1917, were fully audited in the Bangalore and Tumkur Districts. The defects noticed during audit do not call for special remarks.

Financial position.—The income and expenditure of the District Boards during the year compare with those of the previous year, as shown in the following statement :—

Items	1917-18	1916-17
Receipts.	Rs.	Rs.
1. Allotment from Local Cess ...	6,13,988	5,61,964
2. Railway cess	2,33,240	1,77,876
3. House, shop, and mohatarfa taxes.	3,92,035	1,37,346
4. Tools	39,153	45,415
5. Ferries	7,149	5,806
6. Markets	23,552	23,662
7. Accommodation for travellers ...	3,377	3,612
8. Fines under Sanitation Rules ...	758	765
9. Interest on investment ...	12,436	9,330
10. Contributions	42,756	5,85,489
11. Deposits	27,814	45,221
12. Drinking Water Wells Fund ...	64,307	2,30,125
13. Other items ...	1,23,826	1,10,356
Total Receipts ...	15,84,391	19,36,967
Expenditure.		
1. Public works executed by Public Works Department.	4,48,472	4,11,652
2. Public works executed by Civil Department.	1,03,078	1,28,964
3. Administration and collection ...	68,111	67,591
4. Conservancy and sanitation ...	89,930	85,886
5. Medical relief	89,343	92,775
6. Accommodation for travellers ...	28,475	27,279
7. Railway construction ...	31,512	1,91,353
8. Repayment of deposits ...	24,523	31,903
9. Drinking Water Wells Fund ...	75,213	85,897
10. Other items	93,433	1,35,755
Total Expenditure ...	10,52,090	12,59,055

The non-adjustment of the contributions sanctioned for the Drinking Water Wells Fund in the accounts of the Tumkur, Mysore, Hassan and Shimoga Districts for 1917-18 and the transfer of a sum of Rs. 5,46,090, at the credit of the Local Funds General to the District Boards in the account of the previous year, accounts for the apparent decrease under receipts during the year under review. The assignment to the District Boards of mohatarfa in rural areas and of portion of the local cess on Abkari and other items of revenue which were heretofore credited to the Local Funds General (abolished from 1st July 1917) accounts for the increase under "House, Shop and Mohatarfa taxes" and "Local cess" respectively. The increase under Railway cess was due to the levy of the cess in the Mysore District for the first time, and to its levy throughout the year in the districts of Shimoga and Kadur as against the latter half only in the previous year. The decrease under expenditure was chiefly under Railway construction, as the Kolar District Board Railway was almost complete. The shorter outlay on public works undertaken in the Civil Department and under the Drinking Water Wells Fund was to some extent counterbalanced by the larger expenditure on works carried out by the Public Works Department during the year. The Kolar District Board continued to have a minus balance against it, on account of the overdrawals permitted for meeting the cost of the construction of the Kolar District Railway. The District Board has been allowed one year's time to adjust the overdrawal by selling the Government of India Securities held by it.

Demand, collection and balance.—The assignment of Mohatarfa in rural parts to the District Boards enhanced the current demand under House, Shop, and Mohatarfa taxes, from Rs. 1,42,395 in 1916-17 to Rs. 4,21,087 in the year under review. Out of this demand, only Rs. 66,042, or about 15·7 per cent was left uncollected at the end of the year. Out of the arrears of previous years under this head, which amounted to Rs. 1,24,033 at the beginning of the year, only 30 per cent was collected and a sum of Rs. 86,893 remained uncollected at the end of the year. The outstandings in the Mysore, Bangalore and Shimoga Districts were very heavy. The arrears under tolls in the Mysore District (Rs. 3,705) and under ferries, in the Simoga District (Rs. 4,045) were also very heavy. The attention of the Presidents is invited to the observations of Government in para 6 of the General Review for 1916-17, and they are requested to take prompt action to write off all irrecoverable items and collect all recoverable items without undue delay.

Public Works.—The outlay incurred in the Public Works Department amounted to Rs. 4,48,472. Of this 74 per cent was spent on repairs, mainly of roads. In the Civil Department a sum of Rs. 1,03,078, was spent on public works and out of this 39 per cent was incurred in the Unions. The condition of roads in the Kolar District is reported to have shown no improvement to enable the District Boards to maintain the roads in a more satisfactory condition, the mileage grants in the Bangalore, Shimoga and Kadur Districts have been suitably increased and the advisability of submitting suitable proposals in the matter has been pointed out to the Presidents of the

Kolar, Tumkur and Hassan District Boards. In connection with a general scheme for improving road facilities in the State, Government in their Order No. 6541-51—L. B. 191-13-28, dated 21st May 1918, sanctioned a sum of Rs. 50,000 for the construction of one important road in each district besides allotting a similar sum for each of the next five years to induce the District Boards to take up the construction of new roads.

Fify-four per cent of the grants for public works in the Civil Department was allowed to lapse during the year, the lapses ranging between 30 per cent in the Bangalore and Kolar Districts, and 68 per cent in the Shimoga District. This is not satisfactory. All the incomplete works of previous year should be completed and their accounts closed at a very early date. New works should be commenced and executed according to a carefully prepared programme and systematic adherence to the programmes and regular inspection and supervision of works in progress by the local officers should be insisted upon to minimise lapses of budget grants.

Railways.—The gross earnings of the "Kolar District Railways" from Bowringpet to Chikballapur, (63·98 miles, amounted to Rs. 1,58,400, and the working expenses to Rs. 1,05,735, or 66·75 per cent of the gross earnings. The net earnings amounted to Rs. 52,665 which represents a return of 2·75 per cent on the capital outlay. The preliminary survey for the opening of a line from Kolar to Mulbagal was sanctioned by Government, and the alignment of the line was also approved by the District Board during the year. The survey of the line from Chitaldrug to Sira *via* Hiriyur was completed during the year. The construction work of Chikjajur-Chitaldrug Railway was begun in January 1918. The cost of construction of the line is to be met to the extent of one-half by the Chitaldrug District Board and the rest by Government. To provide the required funds the District Board have raised a Debenture Loan, the collection under which amounted to Rs. 72,052 up to the end of the year.

Rural water-supply.—Two hundred and thirty-nine wells were completed during the year against two hundred and eight in the previous year. The expenditure incurred was Rs. 75,213 against Rs. 85,897 in the previous year. The progress was not satisfactory. The Musto's Boring Plant purchased by the Chitaldrug District Board was found useful and satisfactory. The purchase of the plant one for the Mysore District and another for the Tumkur District has also been sanctioned. The attention of the Presidents is invited to the Government Order of the 18th November 1918, reviewing the progress under the Rural Water-supply Scheme which demands closer supervision.

Conservancy and sanitation.—The amount spent on conservancy and sanitation rose from Rs. 85,886 to Rs. 89,930. The Village Sanitation Rules were in force in 10,724 villages. There were at the end of the year 1,221 villages into which the rules had still to be introduced and of these 558 were in the Mysore District. Prompt steps should be taken to introduce the rules into the remaining villages as early as possible. Six hundred and thirty-seven persons were prosecuted for breach of the rules and 295 were convicted during the year.

Medical relief and vaccination.—In the 120 Local Fund Dispensaries subsidised in part by the District Boards, 1,289,634 patients were treated against 1,216,542 patients in the previous year. The increase was chiefly in the Chitaldrug District and has not been explained. The number of persons vaccinated was 68,009 against 65,096 in the previous year, the decrease being chiefly in the Kadur, Chitaldrug and Hassan Districts. The pay and prospects of vaccinators have since been improved and the District Boards have now been given jurisdiction over the staff and its work. The Presidents of the District Boards are requested to watch the results.

Vital Statistics.—The total number of births and deaths recorded during the year was 90,785 and 95,512 against 99,421 and 86,056, respectively, in the previous year. There was a general increase in the number of deaths in all the districts except Kadur principally on account of the prevalence of cholera in a severe form in the Kolar, Tumkur and Chitaldrug Districts, and of both cholera and small-pox in the Mysore District.

General.—The adminstration of the District Boards during the year was on the whole fair but improvements in respect of collection of revenue and execution of public works are urgently called for. Rural sanitation also deserves greater attention. A scheme for the improvement in the pay and prospects of Sanitary Inspectors is now engaging the attention of Government. With the facilities afforded by the revision of the establishments of the District and Taluk Boards and their reconstitution under the new Regulation and with the larger powers and responsibilities devolving on the Local Boards under the new Regulation as well as increase of resources chiefly through the transfer of the Revenue under Local Funds General, it is hoped that the Boards will endeavour to administer their affairs more efficiently and enlist the co-operation of the non-official public to a larger extent.

G. O. No. 11777-99—L. B. 32-18-32, dated 15th March 1919.

MISCELLANEOUS.

Government Gardens and Parks.

ANNUAL REVIEW FOR 1917-18.

The Lal-Bagh was, as usual, popular as a place of resort and as a centre of horticultural and botanical study. The number of persons who visited the gardens in quest of horticultural and economic subjects and reliable plant and seed material was up to the average.

The two horticultural shows held during the year were successful and the general standard of the exhibits, both in quality and number, was above the average. The income and expenditure on this account were Rs. 1,921 and Rs. 2,521 respectively. The income from this source during the year was larger than in any previous year.

Two gate lodges were erected near the main entrance of the Lal-Bagh during the year. The question of improving the cages of the menagerie is under consideration. The Restaurant in the Lal-Bagh was, as usual, quite popular.

Some plants and seeds from Egypt, Quetta, and Darjeeling have been successfully introduced and a few new varieties of American and European fruits, and vegetables have been successfully acclimatized and cultivated during the year. The proceeds from the sale of seeds and plants during the year was Rs. 6,350 as against Rs. 4,310 in the previous year.

Technical advice on the culture of vegetables, flowers, and fruit trees was given to persons who visited the gardens for such information; and to a certain extent instructions were given by correspondence also.

The Horticultural School, which was discontinued in March 1917, was reopened at the instance of the Agricultural Committee of the Economic Conference in November of the same year with 15 students.

A new band stand was completed in the Cubbon Park during the year and the grounds round the stand and the Sheshadri Memorial Hall laid out.

The Nandi Hill is growing in popularity as a hill resort. The number of visitors to the Hill during the year was 681 as against 608 in 1916-17. The income was Rs. 2,319 as against Rs. 3,331 in the previous year.

G. O. No. 13753-4—G. M. 61-18-3, dated 8th January 1919.

Kunigal Stud Farm.

ANNUAL REVIEW FOR 1917-18.

There were on the 1st July 1918, 12 stallions, 126 mares and 103 foals in the farm, as against 9 stallions, 118 mares and 89 foals in the year previous, showing an increase of 3 stallions, 8 mares and 14 foals. The value of the stock on hand is shown as Rs. 76,345 as against Rs. 87,780 in the previous year, but this is evidently a mistake as can be easily seen from the gross under-estimate of 103 foals in stock which is Rs. 771 or about Rs. 7 a foal. What has been done is from the total estimated value of the animals, the amount actually realised by the sale of the animals, etc., is deducted and the balance is shown as the value of the stock in hand. This method of calculation is clearly erroneous and does not furnish as pointed out above, a correct estimate of the value of stock. The attention of the Chief Commandant is invited to the error and he is requested to see that in future, a correct estimate is given of the value of the animals on hand.

Fourteen horses bred at the Stud Farm were sold during the year under review at Poona and Bombay for an average price of Rs. 1,754 as against 15 horses sold there in the previous year at an average price of Rs. 1,635.

The cost of maintenance of the Farm and the realizations from the sale of foals and mares and farm produce during the year amounted to Rs. 47,816 and Rs. 36,122, respectively, as against Rs. 55,542 and Rs. 49,705 in the previous year. The falling off in the realizations is due mostly to a smaller number of animals, only 19 having been sold during the year as against 50 in the year previous. The expenditure on the Farm is reduced by Rs. 7,626 on the whole and under the heading "Feed and keep of stallions, foals, etc." it is less by Rs. 11,331 being Rs. 21,742 as against Rs. 33,073 in the previous year. It is hoped that the "Liberty system" which is reported to have proved successful will be rapidly extended and the expenditure on the Farm further reduced.

Government are glad to note that the Show organised on the Farm was a success and that over 100 brood mares were imported from Dharwar, Ahmednagar and Pandharpur by private individuals and exhibited at the Show.

G. O. No. G. 14454-6—Mily. 200-18-3, dated 15th January 1919.

Government Printing Work.

REVISED INSTRUCTIONS REGARDING THE CONTROL OF PRINTING WORK OF THE STATE.

With a view to centralize the printing work done for the Departments of the State, Government consider that the Superintendent, Government Press, may, with advantage, be entrusted in future with the control of all the printing work of the State subject to the scrutiny of Government in the General Department.

To secure the above object, Government are pleased to alter the designation of the Superintendent, Government Press, to "The Superintendent, Government Printing" to be in keeping with the additional duties entrusted to him.

Government direct that, subject to the instructions laid down already the printing work of all Government offices, with the exception of petty items of work, costing less than Rs. 25 each, be hereafter sent for execution to the Superintendent, Government Printing. Heads of Departments and Deputy Commissioners may, at their discretion, send such petty items, either to the Government Press or to private presses. If any works sent to the Superintendent cannot be done by the Government Press, he will get them done at a private press, after obtaining Government sanction thereto.

When such Government work is estimated to cost Rs. 200 or more, the Superintendent will invite tenders from recognised presses, of which he shall maintain a list and accept the lowest tender, subject to the approval of Government, keeping in view the ability of the firm tendering to execute the work in proper manner and time. As regards works not tendered for, they will be distributed equally, as far as possible among the recognised presses and will be paid for at rates not exceeding those which may be fixed by Government in this behalf. Ordinarily, the schedule of rates shall be strictly adhered to, but any case requiring special treatment may be reported for the orders of Government.

Government trust that by these arrangements it will be possible te keep down the rates and to effect a fair distribution of Government printing work amongst the several private presses. The Superintendent will report at the end of one year as to how the arrangement now sanctioned has worked.

G. O. No. G. 15210-69—G. P. 11-14-3, dated 23rd January 1919.

The Representative Assembly.

GOVERNMENT ORDER ON THE REPORT OF THE SPECIAL COMMITTEE ON THE WORK OF THE REPRESENTATIVE ASSEMBLY AND DUTIES OF ITS MEMBERS.

The Committee make the following proposals in regard to the duties of members of the Assembly and the work of the Assembly:—

DUTIES OF MEMBERS.

Proposal No. 1.—To educate their constituents and the public generally in respect of their political, civic, and social and economic rights and obligations;

Proposal No. 2.—To arrange for subjects of general public interest being studied, worked up and reported upon by the members to the Representative Assembly; and

Proposal. No. 3.—To work as *ex-officio* members of the District Committees of the Economic Conference along with such other members as may be nominated by Government.

WORK OF THE REPRESENTATIVE ASSEMBLY.

Proposal No. 4.—To discuss and record their opinion on the general tenor of all legislative bills other than emergency ones before they are passed by Legislative Council.

Proposal No. 5.—To move and pass resolutions in the Assembly on subjects of general interest including the draft annual budget.

Proposal No. 6.—To vote on all questions of general interest.

Proposal No. 7.—To consider and record their views on all questions relating to the enhancement of existing taxes, assessment charges, etc., and

Proposal No. 8.—To elect a panel of six persons out of whom one may be selected by His Highness the Maharaja to be a member of the Executive Council of the State for the term of the Assembly.

Government have considered these proposals and are pleased to direct as follows:—

Proposals Nos. I and 2.—These proposals are approved. The manner in which they may be best carried out may be discussed at the next Session of the Assembly.

Proposal No. 3.—It is unnecessary to make members of the Assembly *ex-officio* members of District Committees of the Economic Conference as a fair number of members of the Assembly are already on those bodies.

Proposal No. 4.—Government may consult the Assembly on important legislative proposals at their discretion.

Proposal No. 5.—The proposal will be taken up for consideration after some time as powers have only very recently been granted to the Representative Assembly to interpellate Government and to the Legislative Council to move resolutions (excluding the budget).

Proposals Nos. 6 and 7.—The right of voting is granted to the Assembly in respect of questions specially referred to them.

Proposal No. 8.—Government are not prepared at present to accept the suggestions put forward.

The Committee also propose that resolutions passed in the Assembly by a not less than two-thirds majority should be binding on Government subject to the vote of His Highness the Maharaja. In view, however, of the present decision on proposal No. 5 above this question does not arise.

G. O. No. G. 15452-60—R. A. 28-18-3, dated 25th January 1919.

Food Situation in the State.

A PRESS COMMUNIQUE.

The several orders passed from time to time in regard to food supply operations have been placed before the public who are aware of the policy of Government in this respect. It is set forth in clear terms in the Press Communique issued on the 10th December 1918.

Since then representations were received from the mercantile community that in consequence of the restrictions placed on the transport and sale of food grains within the State, commodities were not freely coming into the market, that the public were put to inconvenience and that if the restrictions were removed the situation would become easier. On a consideration of these representations and in view of the altered agricultural situation at the end of December last, Government issued orders on the 1st January 1919 rescinding the restrictions against transport of grains within the State from one place to another by road except in respect of villages situated within ten miles of the British border.

The effect of this order has been that there has been a brisk demand for commodities in the centres of production and that purchasers were willing to pay higher prices than the maxima fixed by Government. In the result there has been a certain amount of speculation, which has led producers to hold up stocks with a view to obtaining higher prices, and there has been a certain amount of collusive transactions in violation of the rules regarding prices. The situation at present has been carefully considered by Government in consultation with District Officers and they are of opinion that a further step may be taken in the direction of allowing a freer play to the normal operations of trade. They have, therefore, resolved to cancel the orders fixing maximum wholesale and retail prices for the several food grains within the State. It is expected that the result of this measure will be to induce supplies to come more freely into the market even though there might be some rise in prices. At the same time, Government will reserve to themselves the power of commandeering stocks at prices that may be fixed by them from time to time when they find that stocks are being hoarded for purposes of speculation without coming into the market.

At present priority certificates are required for all movements of food grains by rail within the State. In future such certificates will not be required in the case of movements within the State itself, except in regard to certain stations within a short distance from the frontier. It is expected that this relaxation will give great facility to internal traffic.

Bangalore-Harihar line beyond Holalkere.
Bangalore-Hindupur line beyond Dodballapur.
Bangalore-Madras line beyond Bowringpet.

Steps will also be taken to import from outside the State large quantities of rice and of broken rice, which it is expected will serve as a substitute for ragi, in case the price of ragi should rise considerably. The co-operation of merchants will be invited in the arrangements made for these imports and at the same time any tendency to make undue profits in respect of these imports will be controlled by suitable terms of agreement on which such imports will be permitted.

Opinion is unanimous that these measures of food control can only be operated successfully if export from the State is kept under control and all loop-holes for clandestine removals are closed. For these purposes the movement of grain to and within a belt of country ten miles from the frontier will be kept under strict regulation and the existing arrangements for preventing unauthorised export will be administered with greater strictness.

With a view to greater efficiency and despatch of business the functions of the Director of Civil Supplies and those of Food Controller will be combined in the latter officer, who will thus be solely responsible for carrying out all arrangements in regard tc the import, distribution and authorised export of food grains.

Press Communique No. G. 17303—P. P. 134-18-285 dated 14th February 1919.

Arrangements for supply of ragi and rice in Mysore City.

During his visit to the Mysore City on the 15th and 16th instant, the Officiating Dewan inspected the arrangements for the supply of food grains by the Municipality and discussed the food situation generally with the Food Controller, the Honorary President of the Municipal Council and the Deputy Commissioner of the Mysore District.

The situation regarding rice is, on the whole, satisfactory. The supply, on account of the recent harvest, is plentiful and grain is freely coming to the market.

There is however some difficulty as regards ragi. The Municipal authorities have opened six depots (one of which is managed by a private merchant) for the sale of ragi, which is issued to ticket-holders at 10 seers per rupee. During February and March about 1,500 pallas were sold in this manner.

But the supply of ragi in the Municipal depots is insufficient and adequate precautions have not been taken to regulate the crowd which gathers at the depots. The ticket system also has not been carefully worked.

After discussing the situation with all the officers concerned, the following arrangements have been ordered:—

(i) Government will have to restrict the food distribution in the City to the poorer classes.

(ii) Statistics show that to provide for these classes 150 pallas of food grains are required daily. Seventy-five pallas of ragi and 75 pallas of Burma rice will be sold daily through ten distributing depots to persons who have obtained tickets from the Municipal Office.

(iii) The issue of tickets will be made under a carefully conducted census on the basis of the lists already prepared and the number of tickets, as well as the quantities noted therein, should be regulated with reference to the quantity of grain allotted, that is, 150 pallas per day.

(iv) Strong iron rails and barricades should be put in each place to prevent rush and danger to women and children, entrance and exits being guarded by Police men, who will insist on ticket-holders only being allowed.

(v) The supply of ragi will be made at 10 seers a rupee and Rangoon rice at 6 seers a rupee.

(vi) The Deputy Commissioner, Mysore, will, from now till the end of April, supply to the President a total quantity of 5,000 pallas of ragi according to the detailed programme laid down to admit of a regular issue of 75 pallas a day, without fail.

(vii) The Food Controller will send immediately to Mysore about 4,000 pallas of Burma rice to the Honorary President for issue at the rate of 75 pallas per day.

(viii) Daily reports of distribution should be sent to the Food Controller in the prescribed form.

(ix) One or two additional Food Inspectors to supervise the distribution should be forthwith appointed and necessary police arrangements should be made.

(x) Hand bills and tom-tom notices should be widely given announcing the places and the arrangements.

(xi) All non-ticket-holders should be rigidly excluded.

(xii) Lists should be carefully scrutinized by Ward Committees to be appointed for the purpose, whose co-operation should be secured for the working of the scheme.

The loss entailed by these arrangements will be borne by Government out of the sum sanctioned for the purpose.

G. O. No. G. 20748-50—P. P. 134-18-428, dated 17th March 1919.

Distribution of Ragi and Rice to the poor in the State.

Having regard to the acute situation caused by high prices of ragi and the shortage of supplies in the Cities and District Headquarter towns, Government are pleased to direct that distribution of ragi to the poor in the Mysore and Bangalore Cities and other District Headquarter towns be immediately organized.

In Government Order No. G. 20748-50—P. P. 134-18-428, dated 17th March 1919, orders have been issued laying down a definite scheme for such relief in the Mysore City. The Food Controller is requested to organise a similar agency in the Bangalore City fixing requisite quantities of ragi and Burma rice in consultation with the Honorary President and the Deputy Commissioner, Bangalore District, who is responsible for the commandeering of ragi.

Similar action should be taken by the Food Controller in consultation with the Deputy Commissioner concerned, for opening such depots at District Headquarter towns for sale according to actual necessity. Commandeering should be under the supervision of Sub-Division Officers without exception and the rate fixed according to the prevailing market rate as far as possible, the difference between this and the distribution rate at Government centres being borne by Government.

To relieve distress among working classes in rural areas, the Deputy Commissioners are requested to enlarge the programme of village works as far as possible in accordance with instructions given in the Government Order of the 13th March 1919. They are also requested to specify the taluks where such relief is most needed and where the rule about raiyats' contributions require to be relaxed.

Necessary action may also be taken for opening depots at all Taluk Headquarter stations for sale of imported rice. Necessary establishments at a cost not exceeding Rs. 30 per mensem for each Taluk Depot that may be opened may be entertained.

No. G. 20895-904—P. P. 134-18-438, dated 19th March 1919.

Touring officers.

In view of the unfavourable seasonal conditions prevailing in the State, Government desire that the touring officers of all departments should watch the condition of the people in places visited by them and report to the Deputy Commissioner of the District and the Food Controller, any symptoms of distress that may come to their notice. In serious cases a copy of the report may be submitted direct to Government.

Cir. Memo. No. G. 21605-65—P. P 134-18-455, dated 26-3-1919.

Deputation of Officers to British Indian Provinces.

Government are pleased to lay down the following rules regulating the conditions on which officers of the several departments of the State may be deputed for training or study to places in British India:—

1. Ordinarily not more than one officer in a department will be deputed to British Indian Provinces for training or for study at one time.

Only officers who have acquired practical knowledge in the branch concerned as far as such knowledge can be acquired by actual work in the State service will be deputed for such training or study in other parts of India.

2. Such deputation shall not *ordinarily* exceed a period of three months at a particular place or a total period of six months when

deputed for training in more than one place, exclusive of the time occupied in the journey to and fro.

3. (*a*) During the period of such training, the officer will be allowed to draw pay and allowance which he would have drawn but for his undergoing such training, besides the railway fare and mileage admissible for the journeys to and fro under the Mysore Service Regulations. In addition to this—

(i) officers who are drawing a pay up to and including Rs. 500 will be allowed to draw daily allowances;

(ii) officers who are drawing a pay above Rs. 500 will be allowed to draw a deputation allowance equal to one-fourth of their pay, but will not get any daily allowance.

(*b*) In special cases when the period of training exceeds the limits specified in rule 2, the pay and allowances admissible to these officers will be decided on their merits.

4. The period of absence of an officer on deputation will be considered as on duty.

5. A programme of training should be drawn up by the Head of the Department concerned in consultation with the office to which the officer is to be deputed and approved of by Government. This programme should not be materially deviated from without the sanction of Government.

6. The officer will maintain a diary showing the work done. As soon as the training or study is over, he should submit a report indicating fully the nature of the methods and operations which he may have been studying and including suggestions as to applying such methods or operations in the State.

7. Government reserve the right of requiring refund of the daily or other allowance drawn, if it is found that the time of the officer has not been properly employed.

G. O. No. 1606-1052—C. B. 109-18-1, dated 1st March 1919.

Labour Supply in the Malnad.

ORGANISATION OF A BUREAU.

Since the introduction of the Malnad Improvement Scheme which had the effect of setting the people in that area to think about the amelioration of their condition, the question of the supply of labour to the arecanut garden owners has been frequently urged for the consideration of Government. Much valuable thought has been bestowed on the subject, both by individual members of the Malnad Improvement Committees and by the Committees themselves as the result of which several schemes have been submitted for the consideration of Government, with a view to secure Government assistance and co-operation, while not taking State finance to any great extent. Government appreciate the earnestness with which the details of a scheme of this kind have been threshed out. After having carefully considered the subject in its several aspects, they desire to point out that the question of labour supply is essentially a social and economic problem, the success or failure of which depends upon the amount of co-operation there is among the land owners themselves, and their capacity to organise for a common purpose on definite principles. The question affecting, as it does, the interests of both employers as well as labourers, besides being intimately connected with the question of wages and the conditions of employment is, however, pre-eminently one for private initiative, assisted, if and when necessary, by Government in matters relating to superintendence and advice.

It has been repeatedly urged, however, that in the present state of the malnad, initiative in a matter of this kind cannot be expected and that in order to infuse confidence into the minds of both the employer and the cooly, and to check the evil influences of the uncontrolled Kangani, the interference of Government in the earlier stages of the scheme is necessary. Government agree that there is need for an organisation of this kind and that a start may be made to induce the garden owners to combine for the economic development of their gardens, which form a valuable asset of the State. Government are accordingly pleased to direct that an experiment be made in this direction in respect of the taluks of Koppa and Tirthahalli in the manner and subject to the conditions set forth hereunder.

Before the establishment of a Labour Bureau on the lines recommended by the Shimoga District Committee, the Chairman of the Committee is requested to make a preliminary investigation into the following matters and to submit a report to Government within three months.

(1) Whether three-fourths of the number of labour employing garden owners in the taluks referred to, agree, in writing, to act through this department only, becoming members thereof, and subject to such rules and conditions as may be prescribed by the department in respect of wages, manner of employment, hours of labour, etc.

(2) Whether the land owners will be prepared to contribute a moiety of the cost of the scheme, by raising a suitable acreage cess.

(3) Whether the employers of labour will provide for adequate sanitary arrangements for housing the labourers, etc.

On these conditions being satisfied, a labour recruiting agency will be stationed at Udipi as recommended by the Shimoga District Committee with the marginally noted establishment for dealing with the following matters:—

	Rs.
1 **Labour correspondent Rs. 200 plus local allowance Rs. 50 plus fixed travelling allowance Rs. 50** ..	300
1 **Clerk**	40
1 Clerk	15
1 **Peon**	8
3 Labour agents on Rs. 35 each with fixed travelling allowance of Rs. 10 each	135
Contingencies	50
Total per mensem ...	548
Cost per annum ...	6,776

(1) Obtain information as to where, when, what kind of labour and to what extent labour will be available within any specified labour supplying area.

N.B.—Maistries to be entertained on a monthly pay not exceeding Rs. 10 a month to be supplemented by payment of commission at 2 or 3 per cent on the amount paid to the coolies supplied to each owner.

(2) Ascertain the extent to which on and the period during which labour will be required in the taluks taken up for consideration.

(3) Arrange for the preparation of a list of reliable Kanganies or cooly maistries.

(4) Suggest arrangements for regulating the payments to be made by employers either in the shape of wages or in the shape of advances.

(5) Supervise cooly interests and prevent desertion.

(6) Undertake as far as possible, the steady supply of labour at short notice. The attention of the District Committee is invited to the fact that the weak point of the whole problem seems to lie in the fact that the recruiting Kangani is ordinarily an irresponsible person who tries to fleece the cooly and to exploit the employer, and the chief effort of the scheme should therefore be to minimise the Kanganis' evil influence, by proper control. The appointment of paid maistries will, it is hoped, secure the above object and if a liberal commission is arranged to be paid to the maistry on the results of his work, the danger of his falling into a state of paid inactivity may be avoided.

The labour agency will be under the control of the Shimoga District Committee, assisted by an Advisory Board of ten members elected from among the land owners, who are members of the department.

The scheme will be temporary for a period of two years and a moiety of the total cost in each year will be met out of the Supari Cess Fund, the other half being contributed by the labour employing land owners, calculated on the basis of the acreage under each member's holding.

G. O. No. G. 20308-13—San. 80-16-15, dated 10th March 1919.

PART II.

Books, Pamphlets, etc., issued by Government Departments (Mysore).

The Mysore Taluk Manual (Part I).

This Manual, which was compiled by Mr. K. Srinivasa Rao, retired Deputy Commissioner, deals generally with the powers and duties of Taluk Officers, and the rules and procedure relating to the work of the taluk office in its several branches.

The Manual is issued in three parts, the first relating to the subject matter generally and the other two containing the appendices and forms. (*Price Re. 1-8-0 for Part I.*)

The District Office Manual (Part I).

The Manual brings together in a concise and convenient form, information relating to the organization of the office, rules of office procedure and other matters with special reference to the requirements of the District Office. It is divided into two parts, the first dealing with the subject-matter and the second containing the registers and forms. (*Price 12 annas.*)

The Sub-Division Office Manual.

This is similar to the District Office Manual in its scope and general treatment of the subjects, but it deals mainly with the organisation of the Sub-Division Office, powers and duties of the Sub-Division Officer, office routine, etc. (*Price 6 annas.*)

The Mysore Account Code, Volume I.

In page 291 of Volume II of this Journal, it has been explained that a complete Mysore Account Code is under preparation covering all matters pertaining to accounts and divided into four volumes relating to (1) general account procedure in Government offices in general, (2) procedure in treasuries, (3) special procedure in particular departments and offices and (4) procedure in audit office. The first volume of the Code has just been issued by the Comptroller. It is priced one rupee.

The Mysore Muzrai Manual.

The Manual is a digest of the various orders and circulars issued from time to time dealing with the constitution of the department, endowments by Government and private persons, grants to Muzrai institutions, management of Chattrams and Mathas. Covering a wide range of subjects and prepared from scattered materials, the compilation should supply a long-felt want of the Muzrai Department. (Price Rs. 2-8.)

The Mysore Police Manual, Volume III.

A brief reference to the contents of the Mysore Police Manual has been made in page 374 of Volume II of this Journal. This volume of the Manual comprises the special and local laws in force in Mysore. (Price As. 10.)

The Mysore P. W. D. Subordinates' Manual.

The Manual has been issued by the Public Works Department and its scope is thus explained in the preface:—

"At present, there exists no Manual specifying in a general way the ordinary and routine duties and responsibilities of a subordinate in the Public Works Department as distinguised from technical rules for the practice of his work. This little book is now compiled to supply this want."

The book is not for sale.

Publications issued by the Education Committee.

1. Mysoreans abroad.
2. A comparative study of the educational statistics of Japan and Mysore.

Publications of the Agricultural Department.

1. The Mysore Agricultural Calendar for 1919.
2. Ground Beetles attacking crops in Mysore.

Publications of the Department of Public Instruction.

1. Sanskrit Balabodhe (9th edition).
2. Ankaganita (8th edition).
3. Vachaka Bodhini (12th edition).
4. Stridharmaniti.

Organization and Development Work.

Notes on the following subjects were issued during the quarter:—

1. System of holding surprise inspections, both account and efficiency of offices, stores, workshops, etc.
2. Decentralisation of work in the Revenue Department.

PART III.

AGRICULTURE.

Provincial Board of Agriculture.

Its Constitution and duties.

[United Provinces.]

In a recent resolution on the annual report of the Department of Agriculture, His Honour the Lieutenant-Governor expressed the opinion that the time had arrived for the constitution of a Provincial Board of Agriculture which would meet regularly and advise on policy and administration. His Honour has decided that a Board of Agriculture should be established with effect from the 1st of April 1919. The constitution will be as below:—

The Board shall consist of fourteen members, *viz.*:—

(1) The Director of Agriculture, Chairman *ex-officio*.
(2) One member to be elected by the Upper India Chamber of Commerce.
(3) One member to be elected by the United Provinces Chamber of Commerce.
(4) One member to be elected by the British Indian Association, Oudh.
(5) One member to be elected by the United Provinces Zamindars' Association.
(6) and (7) Two members to be appointed from amongst non-officials by the Local Government.
(8) Chief Engineer, Irrigation Branch.
(9) Registrar, Co-operative Societies.
(10) Chief Conservator of Forests.
(11) Principal of the Agricultural College.
(12) and (13) Two officers of the Agricultural department nominated by the Local Government.
(14) Deputy Director of Land Records.

The duties of the Board will be mainly advisory. Its functions will be to act as adviser of the Government and the Director of Agriculture with regard to such matters as may be referred to it by the Government or by the Director for an expression of its opinion, but it may also advise in relation to any other matter which, with the permission of the chairman, may be brought before it by any member.

The Governing Body of the Cawnpore Agricultural College will continue to be the adviser of the Local Government with regard to the affairs of that college. The Local Government will every year place at the disposal of the Board a sum which the Board will be able to utilize for any suitable purposes, including non-recurring grants to private persons or farms with the object of the general agricultural improvement of the province.

The Personal Assistant to the Director of Agriculture shall be *ex-officio* secretary of the Board. The duties of the secretary shall be—

(1) to prepare the agenda of the Board's meeting and to circulate the same among the members at least ten days prior to each meeting,
(2) to lay before the Board all matters for discussion,
(3) to conduct the correspondence of the Board and
(4) to prepare, keep, and circulate among members the minutes of the proceedings of the Board.

Sir Harcourt Butler attaches great importance to the association of non-officials and officials in this most important matter and will always be glad to receive proposals which will make the Board more efficient. He thinks that the above outlined constitution will be a good beginning for practical work.

Agricultural Department.

FINANCIAL COMMISSIONER'S NOTE ON THE REPORT OF THE AGRICULTURAL DEPARTMENT FOR 1917-18.

[Punjab.]

The prominent features of the past year's record of the work of the Agricultural Department are the pressure for further development of the work, and the difficulties in the way of meeting that demand. The difficulties are partly the result of the war in making impossible the expansion of the superior expert staff, in increasing the demand for the services of the qualified Agricultural Assistants, notably for Mesopotamia, and in preventing the supply of material or greatly raising the price of it. They are partly also the result of the short supply of Agricultural Assistants, due to the small outturn of qualified men during the period in which the applications for admission to the Agricultural College fell off. This last deficiency will tend steadily to correct itself, as the large number of applicants to the College (223 for 53 vacancies) sufficiently indicates. But war conditions, in respect to the supply of superior staff, the scarcity of material, and their high prices, must be expected to affect the activities of the Department throughout the present year.

Agricultural Education.

The Agricultural College, now an affiliated college of the Punjab University, with a revised curriculum and a staff already somewhat strengthened to meet the requirements of University advisers having a wide experience of teaching, offers to students the bait of an Agricultural Degree, and should attract applicants from a wider field. Mr. Maynard does not feel any apprehension that these changes will imperil the efficiency of the College, as a place of instruction in practical Agriculture. On the contrary, the exercise of the University's influence through the medium of a strong Agricultural Faculty including teachers in the College itself as well as teachers of Science in other colleges, must necessarily be beneficial. Examination results are excellent except in Entomology. It is satisfactory to find that eight students of the large land-holding class are from the Aitchison Chiefs' College have been admitted for the session, 1918-19. Six of these are candidates for the full degree course. Two students from the province of Sindh have also, it is noticed, been admitted. The contribution to the general agricultural education of the Province, which may be expected from the Lyallpur College, is shown by the decision to establish a class for vernacular school teachers there. An even more important project is that for the location of a new Central Training College in close proximity, so that students of teaching will have the benefit of the experimental farm and the lectures given by the Agricultural College staff. The Financial Commissioner regrets that it should be necessary to start a vernacular class at Gurdaspur where teaching, equipment and facilities are necessarily smaller than at Lyallpur: but he recognises that the instruction of teachers must take precedence, and that the arrangement made was the inevitable one.

The reclamation of barren land in the Lower Bari Doab Colony is one of the important works which is held back by the lack of adequate superior staff. The institution of an experimental farm, ultimately, it is hoped, to become the headquarters of a reclamation circle under the control of a Deputy Director, has been sanctioned by Government and laboratory investigation has been commenced by the Agricultural Chemist. In dealing with the report for 1916-17, the Financial Commissioner remarked that a careful record of each season's crops ought to be kept after inspection by the Deputy Director of Agriculture: since on the duration of the cure depend important deductions regarding the efficacy and financial value of similar measures elsewhere. To these remarks he now adds that the matter is one which should receive notice in the annual reports.

In his remarks on the preceding year's report, Mr. Maynard drew attention to the desirability of exhibiting the financial results of manurial experiments at the Lyallpur, as at the Gurdaspur farm. This has been overlooked. As the Director has remarked some of the most important experiments in progress are those for the ascertainment of the best times and amounts of irrigation. It is certain that much canal water has been wasted in the present, to the detriment of the public health and without advantage to agriculture (or even to its detriment): and the question is one of vast economic and hygienic importance.

The enquiries into the management of municipal sewage farms in which the Lyallpur experts recently co-operated with the Sanitary Board have led to the designing of experiments by Mr. Wilsdon, the Agricultural Chemist, into the most economical methods of applying sullage to agricultural land, and land has been placed at his disposal for this purpose by the Lyallpur Municipality.

Agricultural Department.

GOVERNMENT RESOLUTION FOR 1917-18.

[Burma.]

The year's work.

Experiment rather than demonstration is still the main field of activity for the experts of the Department. Valuable information was gained from the manurial experiments at Mandalay and Hmawbi, while oil analyses carried out to discover the more productive varieties of sessamum and groundnut provided interesting results. The cultivation of sugar-cane is expanding and measures are under consideration whereby the chief deterrent, the cost of the seed and of the machinery, may be removed. Experiments continue with regard to jute ; useful information has been gained as to the most suitable time and soil for planting, while a promising area for the cultivation of this crop would seem to have been found in the Namyin valley of the Myitkyina District. Investigations are still being made into the question of fodder crops, and of linseed, potatoes, arhar dhall, and various species of pulses. The use of English vegetables is spreading among the Burmans, and arrangements have been made to supply seeds to meet the demand. A dairying experiment at Mandalay, initiated to test the value of separators and churns for the *ghi*-making industry in the Ava tract of the Sagaing District, proved that these machines are more economical than the country methods in dealing with moderately large quantities of milk. Further tests under local conditions are necessary before useful deductions can be drawn in the problems of stall feeding and breeding. It was noted in the report on last year's operations that some of the seed of improved rice strains distributed from the Hmawbi Agricultural Station had failed to germinate. Investigations showed that in the case of some varieties, machine-threshing appreciably lowered the germination capacity, and the use of the machine for seed paddy is to be discontinued. The main cause of the failure was however damage during removal to their homes by the purchasers, and the remedy suggested is the multiplication of seed-farms. The necessity for an Agricultural Engineer is clearly brought out in paragraph 28 of the report, and the permanent appointment of such an officer should be of great assistance to the Department and to the individual cultivator. The reports in the work done at the different Agricultural Stations illustrate the importance of the experiments conducted there and show how essential it is to have adequate expert supervision in such matters. The Department requires to be strengthened and re-organised if the full benefit is to be derived from these farms.

Future progress.

A study of the report shows that the very limited staff of experts, many of them performing double duties, is confronted with an area of experiment and a large variety of problems, far beyond their capacity to deal with. In these circumstances their energies are so diffused that concentration upon individual problems is well nigh impossible, with the inevitable result that a large number of experiments are inconclusive. Advance by trial and error on experimental farms, followed by demonstration of successes in the villages is the only safe method, but the experiments must be well chosen, not too numerous, and closely supervised, or else inaccurate results may be prematurely demonstrated with unfortunate consequences. The greatest asset to be secured is the confidence of the cultivators in the wisdom and ability of the officers of the department. Once this is gained, the Burman cultivator should progress far more rapidly than his Indian brother since he is far more ready to learn new methods, and quicker to appreciate the advantages of selected seed, new varieties of crops, and more economical methods of farming. But Burma is at least fifteen years behind some of the Indian Provinces in the development of its agricultural services and unfortunately agricultural improvement is limited by nature while new seed and new methods are being tested season by season; great patience is therefore necessary. Hasty conclusions prematurely recommended to cultivators may do most serious harm to the success of the department's work by introducing distrust when confidence is the one thing needful. The people of Burma must be content with slow progress, in the full confidence that the Local Government is fully alive to the imperative necessity of making up for lost time, so far as circumstances permit. The annual expenditure on the department is now about 2½ lakhs; the Lieutenant-Governor hopes to work up to 12½ lakhs or five times that amount, in as short a period as the engagement of qualified experts, the establishment of farms, and the training of Burmans will permit.

CO-OPERATIVE SOCIETIES.

Co-operation in United Provinces.

GOVERNMENT RESOLUTION FOR 1917-18.

General.

The co-operative movement in the province has not yet emerged from the period of depression that was described in last year's review of the Registrar's report. The famine of 1913-14 was followed by the outbreak of the war and by violent fluctuations in the prices of commercial crops, such as cotton. During the year under review war conditions continued. With the exception of irrigated wheat, transplanted rice, and sugar-cane, the harvests were indifferent or poor. The cotton crop was extremely short. Prices were high but railway difficulties prevented the agriculturist from disposing of much of his produce, such as *gur*, while there is reason to believe that owing to the uncertainties of the situation many cultivators hoarded their surplus grain instead of taking it to the market. This has had the good effect of securing fairly adequate stocks of food-grains at the present moment in rural areas in spite of an unusually poor autumn harvest. In the co-operative societies, however, the policy adopted by the cultivators has had the result of a further accumulation of arrears in outstanding loans. Prospects of reducing these areas in the current season of drought and failure of crops are naturally far from bright.

The year's work.

It appears that during the year under review, the amount advanced in loans to members of agricultural societies was 17·48 lakhs, while the collections from members came to 19 lakhs in principal and 5·16 lakhs in interest. The total outstandings with members was thus reduced from nearly 44 lakhs to a little over 42 lakhs. Even allowing for the fact that there was practically no formation of new societies to absorb additional capital, the figures indicate that members now receive no more assistance in capital from their societies than they did when prices generally were lower and the value of money was higher. With the great increase in the price of cattle, seed, and fertilisers and the rise in the wages of agricultural labourers it follows that even without an improvement in agricultural methods, the cultivator really needs more capital for his ordinary requirements than he did formerly. The Lieutenant-Governor thefore regrets to find that the societies are not satisfying this additional need. His Honour fears that members of societies will under such circumstances naturally resort to money-lenders and the societies will experience even greater difficulties than they do at present in the punctual realisation of their dues. From the previous history of the movement in this province and from the table given at paragraph 75 of the report of the Maclagan Committee it is evident that the societies in this province have always aimed at realising a very much larger portion every year of the total outstandings than has been the practice in other parts of India. This policy was justified so long as favourable agricultural conditions prevailed. But during the last few years the province has been passing through a cycle of depression such as is described at paragraph 5 of the Maclagan Committee's report. His Honour would commend to the societies and banks in this province the principle laid down in the Committee's report, *viz.* "that in an area where one good, one bad, and two indifferent years form the ordinary cycle of seasons, the agency financing the cultivator does so on the assumption that the loans will be repaid in full after the first good harvest which may of course not occur until the fifth year." It is true that this is not the ordinary cycle of seasons in the province in normal times but the description does apply to the conditions that have prevailed in the province during the last few years. His Honour is in entire accord with the policy that has been adopted by successive Registrars of liquidating and abolishing societies which were formed on wrong lines in the years of experiment, or where the co-operative spirit has not been developed or in which the members have wilfully failed to discharge their responsibilities. With respect to societies where the arrears have been caused by the exceptional circumstances of the time, His Honour trusts that a long-sighted and considered policy will be adopted. It is understood that the problem of large arrears is by no means peculiar to this province and Sir Harcourt Butler has no doubt that the Registrar will study the methods that are being adopted in other provinces in dealing with similar difficulties.

The general financial position of the movement in the province is entirely satisfactory. The owned capital of the agricultural credit societies consisting of the paid-up share capital, the reserve or undistributed profit, and the members' deposits amount to Rs. 19·12 lakhs as compared with Rs. 17·29 lakhs of the previous year and is 39·3 per cent of the entire working capital. In the central banks, the total of the paid-up shares and the reserve fund forms 28·2 per cent of the total working capital. The security offered by the banks to private depositors is therefore ample and explains the continued confidence reposed by the general public in these banks. Under these circumstances, it is a matter of regret that in many cases banks have been compelled for the lack of a suitable outlet of their capital in credit work either to refuse or to return deposits. In this connection His Honour wishes to draw the attention of the Registrar and of co-operative workers generally in the province to the remarks made by him recently in the resolution dealing with the annual report of the Director of Agriculture. The Lieutenant-Governor will be pleased to see an extension of the activities of co-operative societies in agricultural work generally and particularly in the supply of agricultural requisites such as good seed, implements and fertilisers. His Honour believes that there is a great scope for the work of co-operative societies in this respect and he also believes that a large amount of capital could be usefully employed in these branches of co-operative work.

Co-operation in Burma.

GOVERNMENT REVIEW ON THE REPORT FOR 1917-18.

The year's progress.

The initial years of labour spent by the staff of the Co-operative Department on consolidation and organisation have been amply justified by the continuous advance that has been recorded since the restrictions on expansion were removed in the year 1916. In that year the number of societies of all kinds rose by 51 per cent. In the following year the ratio of increase was 14 per cent, and in the year under report the rise is 18 per cent. Financial difficulties of a character and magnitude hitherto unknown were inevitable during the war, and the progressive increase throughout this period in the number of societies, in their membership and in their capital, is a gratifying testimony to the soundness of the foundations on which the co-operative structure in Burma is based. In the year under review, the total number of societies rose from 2,575 to 3,056 ; their membership increased by over 20 per cent. from 61,105 to 73,702, and their working capital by nearly 25 per cent from Rs. 150 lakhs to Rs. 187½ lakhs. Expansion on this scale necessarily entailed increased expenditure by the societies on audit, conferences, supervision and so forth, but the rise of Rs. 77,147, or 38 per cent under the head of management and working expenses appears to be disproportionately large and is to be investigated. Operations have been confined in the main to the districts in which co-operation has already taken firm root, and the progress of the movement still therefore partakes of the nature of development rather than of extension. New areas are however being opened up gradually where conditions offer a favourable opporthnity as in the Hsipaw State and Myaungmya District. In the Thaton and Amherst Districts the demand for co-operation has been insistent and the appointment of a Junior Assistant Registrar for work there has been sanctioned. There is a wide field for co-operation in those districts, especially in Amherst where the salt industry requires to be organised on co-operative lines, if it is to maintain the position which it reached during the war against the reduction in the price of imported salt which may be expected with the gradual reversion of the cost of freight to pre-war levels. A great obstacle in the way of the expansion of the co-operative movement on a large scale is the difficulty of financing new societies. All the available resources of the Co-operative Banks are already fully occupied in the development of existing societies. The best solution of the problem is that the capital required should be raised locally and the progress of the new District Bank at Moulmein will therefore be watched with interest.

Co-operative Movement and District Organization.

The policy of developing the co-operative movement on district lines has the full approval of the Local Government. Proposals for the realisation of the Registrar's ideal of one Junior Assistant Registrar for each district will meet with favourable consideration. As the activities of societies expand, it may in time be found necessary to raise this appointment to the status of Astistant Registrar, who will be the Deputy Commissioner's expert adviser in all matters relating to co-operation. Departmentalism must be avoided and the Co-operative Department must form part of the district organisation if it is not to be in opposition to that organisation. The Deputy Commissioner must be the head of his district in co-operation as in other matters. The scope of the recently formed District Agricultural and Co-operative Associations should be mainly economic. They will have a wide field of activity in their proper sphere of promoting agriculture, village industries, rural credit, the employment of new implements and agricultural machinery, and the better marketing of produce, and in the discouragement of undesirable practices such as the watering of cotton. Such associations should be advisory bodies composed of persons who are enthusiastic about co-operation and agricultural or industrial improvement. In exercising their function of stimulating co-operation, their members will, however, be acting as individuals, not as a body, and they are not invested with any collective authority or granted any executive agency. Any tendency on the part of the associations to intervene in matters of district administration should be firmly discouraged. The Lieutenant-Governor hopes that the co-operative societies, unions and district associations will as organisations, continue to be free from all concern with political and religious controversies. When Circle Boards are established, many earnest co-operators will no doubt find membership upon them and their individual influence upon such boards will be extremely beneficial, but if co-operative associations as such were to be put in place of such boards or to usurp their functions, it could only be to the sacrifice of the very special activities which fall within their special sphere.

Other forms of Co-operation.

Special attention should be paid to the extension of Paddy Sale Societies which appear to afford the most satisfactory means of enabling the cultivator to hold up his crop for a better price. By the provision of granaries for storing the crops of their members, such societies might do for the paddy trade in Burma what the elevator companies have done for the wheat trade in Canada. The members of the Industrial Commission visited the Saunders' Weaving Institute at Amarapura in February 1918. As the outcome of their suggestions certain proposals for the provision of more advanced instruction and for the introduction of experimental factory schemes were submitted by the Registrar and sanctioned after the Lieutenant-Governor had inspected the Institute. The comparatively small progress made during the past two years in the growth in the number of Cattle Insurance Societies is most probably explained by the abnormal immunity which the province has enjoyed during the past few years from rinderpest, the chief scourge of the agriculturists' cattle in Burma. The short term of years during which these societies have been in existence has been unusually free from cattle disease and their solvency has not therefore been subjected to any real test. The Lieutenant-Governor is not satisfied that it is safe to reduce the present rate of premium. He would prefer either to increase the insurance benefit,—now two-thirds of the value at which an animal is insured—or to grant a rebate from the full premium in the case of insurers who have made no claim during a prescribed period, or to combine these two measures. The years of immunity from cattle disease which the societies have enjoyed have enabled the Central Re-insurance Society to amass a substantial reserve fund and it is now in a sound financial position.

House-building Scheme in Bombay.

ASSISTANCE TO CO-OPERATIVE SOCIETIES.

The question of the grant of assistance to co-operative societies in the Bombay Presidency for the encouragement of house building on approved sanitary lines has been engaging the attention of Government for some time past. The most appropriate and effective direction in which such assistance can be given by Government is by the grant of State loans, with adequate safeguards, to co-operative societies which have for their object the provision on the lines of co-partnership tenancy of dwelling houses at moderate rents and in suitable localities for the accommodation of workmen, clerks, and other classes of the population on which the present conditions in respect to house accommodation press most heavily. Government accepted this principle some time ago, but in view of the then existing financial situation they were not in a position at the time to provide the requisite ways and means. In the present altered circumstances, however, they are now prepared to make advances to societies up to a limit of Rs. 5 lakhs during the course of the next financial year. Ordinarily interest will be payable on such advances at the rate of 6 per cent per annum, but in special cases in which Government are satisfied that there are strong grounds for making a concession in this espect a lower rate of interest will be charged.

EDUCATION.

Public Instruction in Bengal.

GOVERNMENT RESOLUTION ON THE REPORT FOR 1917-18.

The growing demand for education among the people of Bengal and the natural growth of the population led to an increase in the number of educational institutions by over 2,500 and to an addition of 46,000 in the number of scholars. Nearly 2 millions were in various stages of education, there being approximately 1 girl at school to every 5 boys. The total expenditure on education amounted to nearly 255 lakhs, of which 82½ lakhs were contributed direct by Government, 14⅓ lakhs came from the funds of local bodies (nearly 11½ lakhs consisting of grants placed at their disposal by Government), 114 lakhs were derived from fees, and 44 lakhs were obtained from endowments, subscriptions and other sources.

Collegiate education.

Altogether 25,265 students were reading in the different colleges, including 191 ladies. Nearly one-third of the total number were Brahmans, while under one-tenth were Muhammadans.

Primary education of Indian boys.

In his review of the progress of education in India for 1912-17, Mr. Sharp remarked: "The central and most unsatisfactory feature of primary education is the fact that the great majority of the children are in the lower primary classes and nearly half in the most rudimentary stage." This remark applies to Bengal as well as other provinces. The total number returned as attending boys' primary schools on 31st March 1918 was nearly 11,83,000, but all but 157,000 were reading in lower primary schools and 900,000 were in infants' classes. There was an increase in the attendance at lower primary schools by 26,000, but the number in upper primary schools fell by 3,000. The steady decrease of the latter schools during late years is attributed mainly to the unpopularity of a purely vernacular education in Bengal; in support of this explanation may be mentioned the fact that the pupils in the primary classes of secondary schools outnumber those attending upper primary schools. The growth in the number of pupils in lower primary schools was shared in by all parts of the Presidency except the Burdwan Division, where a slight decrease occurred, which is attributed to high prices and the straitened circumstances of the agricultural classes. The number of Hindu pupils in such societies might do for the paddy trade in Burma what the elevator companies have done for the wheat trade in Canada. The members of the Industrial Commission visited the Saunders' Weaving Institute at Amarapura in February 1918. As the outcome of their suggestions certain proposals for the provision of more advanced instruction and for the introduction of experimental factory schemes were submitted by the Registrar and sanctioned after the Lieutenant-Governor had inspected the Institute. The comparatively small progress made during the past two years in the growth in the number of Cattle Insurance Societies is most probably explained by the abnormal immunity which the province has enjoyed during the past few years from rinderpest, the chief scourge of the agriculturists' cattle in Burma. The short term of years during which these societies have been in existence has been unusually free from cattle disease and their solvency has not therefore been subjected to any real test. The Lieutenant-Governor is not satisfied that it is safe to reduce the present rate of premium. He would prefer either to increase the insurance benefit,—now two-thirds of the value at which an animal is insured—or to grant a rebate from the full premium in the case of insurers who have made no claim during a prescribed period, or to combine these two measures. The years of immunity from cattle disease which the societies have enjoyed have enabled the Central Re-insurance Society to amass a substantial reserve fund and it is now in a sound financial position.

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Government Resolution on the Report for 1917-18.

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Education of Indian girls and women.

The steady though slow expansion of female education continued, the number of public institutions rising to 10,189 and the number of girls under instruction to nearly 300,000. The actual increase in the latter was 14,000, of which the Muhammadans contributed 10,000 and the Hindus 4,000. There is now one Muhammadan girl to every five Muhammadan boys at school, and the Muhammadan girls receiving education are nearly as numerous as those of the Hindu community.

The great majority of the girls and women are in the primary stage of education, and there are numerous types of schools at which elementary education is given, such as model primary schools, urban schools, panchayati union schools, peasant schools and home schools conducted by elderly *zenana* ladies in their own homes. In addition to this, *zenana* education is given by *zenana* teachers specially engaged for the purpose. It is interesting to observe that a scheme which aimed at giving secondary education on lines different from those followed in boys' schools was introduced on an experimental basis for three selected schools under mission management but proved popular in only one school. Needlework is said by the Director to have received "a great impetus" in Eastern Bengal owing to the popularity of the Lady Carmichael diploma examination.

The chief needs at present are the provision of adequate rates of pay for teachers, facilities for training them, the strengthening of the female inspecting agency and the improvement of the schools themselves. The majority of the girls' primary schools are inefficient and badly housed, while local bodies, with inelastic incomes and growing demands on their resources, have not the means to make them efficient or to provide proper accommodation. Many schools are unable to maintain whole-time teachers; in others the salaries of teachers are so inadequate that the profession offers little attraction. Trained female teachers are necessary to replace the old and often inefficient *pandits* employed in girls' schools. Few teachers, however, will undergo training unless they are assured of an adequate pay; as in the case of male teachers, improvement in teaching capacity cannot be effected till a premium is put on the services of those who are trained. Schemes for the establishment of training classes have been prepared, but want of funds has hitherto precluded their execution, and the same difficulty has prevented the introduction of other reforms. With the help, however, of the 9 lakhs grant given by the Government of India, the pay of whole-time teachers in girls' primary schools, aided by the District Boards, has been increased by Re. 1 a month, and a considerate portion of the subvention of 5½ lakhs recently given by that Government is to be devoted to the advancement of female education. This subvention enables the Government of

Bengal to increase the pay of teachers in girls' schools in Municipal areas by Rs. 2 a month and in District Board areas by another rupee a month, to establish each year two model primary schools with quarters for female teachers and 30 panchayati union schools, to add to the female inspecting agency, and to establish in Calcutta, on an experimental basis, a school for training Moslem women teachers.

Public Instruction.

GOVERNMENT RESOLUTION ON THE REPORT FOR 1917-18.

(United Provinces.)

Primary education.

Great stress was rightly laid on the need of carrying on pupils through the full primary course and the results of the present year show that the policy then inaugurated has not been without success. The number of scholars in the upper primary stage has risen from 81,189 to 96,637. This, however, practically represents the advance made in two years, as the number of scholars in the upper primary stage in 1915-16 was 80,613. Even with this qualification, the result is promising and affords ground for hope that the crucial defect of primary education in India—the enormous wastage of pupils occurring between the lower and upper primary stages—is being gradually removed.

In other respects there is less ground for satisfaction. The increase in the number of scholars reading in the lower primary course has been insignificant and the total increase for the province has been less than 3 per cent. This is the more disappointing as this province is already backward in the educational field. The latest quinquennial review of the progress of education in India shows that the percentage of boys undergoing elementary education in this province to the total male population is 2·80 compared with an average of 4·50 for all Indians. The percentage in the United Provinces is only about half what it is in Madras, Bengal and Bombay and is in fact the lowest of any of the major provinces of India. The educational policy set out in the Government of India's resolution of 1913, aimed at doubling the number of primary schools and scholars within a comparatively short period. If this goal is to be reached it is clear that the rate of progress must be greatly speeded up. In pursuance of this purpose, the Government has proposed to make largely increased grants to the district boards beginning with next year, and it has definitely declared the object to be aimed at should be that of at least doubling the number of scholars attending primary schools and, if necessary, for this purpose of doubling the number of schools. The Government realizes that this in itself does not ensure that the proportion of children taking the full primary course will be largely raised, but it hopes and believes that the increase of facilities and the general stimulus thus given to education will so habituate the people to the schooling of their children that it will in time be considered the normal thing for those who attend school to remain through the whole of the primary course. Progress in this direction is, of course, dependent also on economic conditions which will need to be improved before the fullest success can be achieved.

The half-time system which has been advocated as a partial solution of the economic difficulty is practically confined to the Allahabad district and has made no new converts. There is both a genuine and interested opposition to this system and it is consequently difficult to come to a satisfactory conclusion on its merits. The Lieutenant-Governor would like to see other district boards actively experimenting in this direction, so that fuller data may be obtained for setting the controversy at rest.

Secondary education.

The number of scholars in secondary schools for Indian boys shows an increase from 86,446 to 91,177 and the number of schools has increased from 631 to 650. The Government is not prepared to abandon the view that secondary education must for the present look largely to private enterprise for support, but His Honour is more than ever convinced of the vital importance of improving secondary education which in the Allahabad conference was put in the forefront of the educational situation and as a small advance, a more liberal policy towards financing aided schools has been adopted and restrictive rules have been relaxed so that every proposal may be examined on its own merits in the light of the educational requirements of the particular area concerned.

The School-Leaving Certificate examination continues to grow in popularity and the number of candidates who appeared this year reached a total of 3,506, thus greatly exceeding the number of candidates, 2,091, sent up by schools for the Matriculation. A remarkable fall in the percentage of passes in the School-Leaving Certificate examination has led many to question the soundness of the decision to substitute the vernacular for English as the medium of instruction in the middle classes up to and including class VIII. This was the first year in which the change could affect examination results and it is not unnatural that an explanation which leaps to the eye should be accepted as the reason of the falling off in results. These particular candidates, however, both before and after class VIII, were instructed through the medium of English and it is scarcely credible that the use of the vernacular medium in the course for a single year could produce so large an apparent deterioration. The Lieutenant-Governor is inclined to think that the more active causes lie elsewhere and he is not prepared to reverse on the working of a single year a decision that had behind it the support of a large body of thoughtful opinion.

Female education.

The percentage of girls under instruction in schools of all kinds has advanced but only slightly from ·32 to ·33 per cent. of the total female population. The difficulties of the problem have been stated too frequently to need further explanation. In this province, the conditions—social, historical and religious—make the task of girl's education even more uphill than elsewhere and account for the low place in this respect occupied by the United Provinces. Local authorities are apathetic and it is only special societies like the Arya Samaj that evince any genuine interest in the cause. The Crosthwaite Girls' school at Allahabad is now doing excellent work and fully deserves the praise bestowed on it. It was the intention of the Government to open a high class school for girls of good family in Lucknow during the coming year, but the work had to be stopped owing to the difficulty of procuring building materials during the war. It will be resumed as soon as circumstances permit.

Agricultural Education in the Punjab.

DETAILS OF THE SCHEME.

The resolutions of the All-India Conference on Agricultural Education held at Simla in June 1917, were considered by the Punjab Agricultural and Education Departments and tentative proposals were submitted to a provincial conference on agricultural education held in April 1918, under the chairmanship of the Hon'ble Mr. H. J. Maynard, C.S.I., and attended by leading representatives of the agricultural community. This conference dealt primarily with elementary and vernacular agricultural education. A second conference held in Simla in July under the chairmanship of the Hon'ble Mr. C. J. Hallifax, C.B.E., after considering the question further in its relation to Anglo-vernacular education, submitted a complete scheme for agricultural education in the Punjab together with an estimate of its initial cost.

It will be convenient to deal with the scheme under the three heads, Primary, Vernacular Secondary and Anglo-vernacular secondary education.

I.

Primary Education.—The Local Government accepts the recommendation of the provincial conference, which is also that of the All-India Conference, that no attempt should be made to teach technical agriculture and horticulture in primary schools. Universal experience has shown that experiments at this early stage are likely to do more harm than good.

On the other hand the Lieutenant-Governor agrees with the view of the conference that—

(*a*) nature study should form an essential part of the teaching in primary schools and that

(*b*) the text-books in use in rural primary schools should be adapted to the environment of the pupils.

The following changes in the existing system are involved in the acceptance of these proposals—

(*i*) the attempt to teach practical agriculture in normal schools, no use of which is made by the students on their subsequent employment in primary schools, will be definitely abandoned:

(*ii*) the present series of object lessons for primary schools being of little use, a revised course of nature study, drawn up by the Education and Agricultural Departments in consultation, will be substituted. Students in normal schools will be trained to teach this course.

(*iii*) the Punjab Text-Book Committee will be asked to revise the books in use in rural schools in order to incorporate in them lessons dealing with rural life, *e.g.*, the arithmetic books should contain problems such as may arise in the ordinary course of agriculture.

II.

Vernacular Secondary Education.—The Punjab Conference agreed with the All-India Conference that it is at the secondary stage that the practical and technical teaching of agriculture should be introduced, but differed from the All-India Conference in the method proposed for its introduction.

The All-India Conference had recommended the institution of a number of agricultural middle schools, somewhat on the lines of the school maintained by the Bombay Government at Loni. The Punjab Conference was of opinion that the number of boys willing to attend such special agricultural schools would be small and their intellectual quality probably poor, since attendance at such a school would mean the definite renunciation by the student of any hope of higher education. For these reasons, the Conference recommended that the ordinary vernacular middle schools of the Punjab should be utilised for the diffusion of agricultural education. There are 148 of these schools in existence at present with an enrolment of 26,894 and it is contemplated ultimately to raise the number of schools to 446. The number of boys thus receiving practical instruction in agriculture though small in comparison with the rural population of the Punjab would be very much larger than the probable attendance at special agricultural schools. The Conference considered that, since vernacular middle schools are primarily intended for the agricultural community, it would be justifiable to make agriculture a compulsory part of their curriculum, provided that no boy should thereby be precluded from pursuing his general studies further in a high school and college should his parents so desire. "The Committee, however, would for the present give discretion to each district board concerned to adopt either the compulsory or the voluntary introduction of agricultural teaching as it thought fit. This will doubtless furnish such practical experience of the working of both systems as will enable a definite conclusion to be arrived at later, if necessary, as to which system should be ultimately prescribed."

The Punjab Government has accepted the views of the provincial conference and proposes to make use of the vernacular middle schools of the province as the vehicle for the spread of agricultural education.

In order to carry out this policy it is necessary—

(*i*) to provide teachers capable of giving instruction in agriculture in middle schools;
(*ii*) to provide land for practical work in proximity to the school and necessary equipment;
(*iii*) to modify the curriculum of these schools in order to work in the new subject.

The Punjab Government consequently proposes to take the following steps to fulfil those objects; certain steps indeed it has already taken—

(*i*) The most urgent need being teachers, the Local Government without waiting for the detailed scheme, opened a class for agricultural teachers at Lyallpur in June last to which twenty S. V. (Senior Vernacular) teachers were admitted. This was in accordance with the decision of the first provincial conference that for the agricultural teachers of middle schools it would be better to take well-trained vernacular teachers and send them for a year's course in agriculture than to take men with agricultural qualifications and give them a course in pedagogy. Men of the former class, many of whom are agriculturists by birth, have definitely adopted teaching as their profession and will not therefore be discontented, as the agricultural expert might be, with the life of a teacher. The inducement of an additional allowance of some Rs. 10 per mensem for agricultural teaching should be sufficient to attract the best senior vernacular teachers to this branch of vernacular education. A much higher salary might be asked by a man claiming to be an agricultural expert.

The present arrangement is, however, only temporary. It is intended to establish at Lyallpur a second Training College for senior vernacular teachers, [where a course for English agricultural teachers will also be provided]. The senior vernacular classes will be removed from Lahore to the new College, which will be in close touch with the Lyallpur Agricultural College, and a selected number of teachers after taking their Senior Vernacular certificate will be put through an agricultural course similar to that conducted this year at the Agricultural College. A sum of Rs. 1,00,000 has been given by the Government of India towards the cost of this project.

(*ii*) For practical agricultural teaching schools must have land. It is therefore essential to provide land for the twenty schools in which such teaching will be introduced next year, and the Committee was of opinion that provision should immediately be made for at least 30 schools, for if any measure of success is secured in the schools in which it is first introduced, practical agricultural teaching will in the immediate future undoubtedly be extended to at least one school in each district.

The Committee was of opinion that each school would require on an average 3 acres of land. This much must be taken up out of the cultivated land in the immediate neighbourhood of each school. The average price of cultivated land in the Punjab is now about Rs 220 per acre. An addition of 15 per cent must be made for compulsory acquisition. Therefore an expenditure, say, of Rs. 250 per acre is likely to be incurred in the provision of land. For the purchase of 90 acres for 30 schools an allotment of Rs. 22,500 will be necessary.

On account of bullocks, implements and plant for the working of the lands, the expenditure required, though excessive from the point of view of the economic farmer is unavoidable from the educational point of view. To provide sufficient facilities for practical training, each school should have two pairs of bullocks and duplicate sets of ploughs, harrows, drills and other implements. Each school will also require a shed for its bullocks and chaff cutter, with accommodation for implements, a store-room, and quarters for a chaukidar. Finally, expenditure will be necessary in some schools on the provision of well water and in all schools on miscellaneous requirements.

(*iii*) As regards the curriculum, much will of course depend on whether the Board decides to make agriculture a compulsory or an optional subject.

The Committee suggested that since in the first year only twenty schools would be affected it would be possible to select for the experiment places where agriculture could be easily introduced as a compulsory subject.

III.

Anglo-vernacular Secondary Schools.—The Conference which met in July noted that there is a material difference in the aim of agricultural education in vernacular middle schools and in Anglo-vernacular secondary schools. In consequence, the character also of the agricultural education appropriate in these two classes of schools is materially different. The students of vernacular middle schools for the most part end their education on leaving school. For those who are drawn from the agricultural classes—a large proportion—it is feasible to provide in such schools a course of practical teaching in agriculture which will be complete in itself and will help to equip those who undergo it for work as practical agriculturists in so far as this is possible in the period and with the material avilable. But the course at an Anglo-vernacular middle school is, as a general rule, followed by two years' study in a high school. A complete course of practical agriculture cannot be given in the middle department. Its curriculum has been arranged to meet the requirements of the majority of its students, *viz.*, preparation for the high department, and in consequence practically all subjects except languages have been made compulsory. The time available in the middle department for optional subjects will not therefore suffice for an adequate course of practical agriculture. The two years spent in a high school are not long enough for the efficient teaching of practical agriculture. A complete course extending over the whole period usually spent in Anglo-vernacular secondary schools could, it is true, be arranged by undertaking a more or less radical revision of the current curriculum. But the class of students in these schools is not the same as in vernaular middle schools. Their ambition is ordinarily not a return to the land ; they are not therefore likely to appreciate a course of practical agriculture ; and little good would result from providing one for them. In this connection the Conference noted that the efficient teaching of practical agriculture could of course be introduced in Anglo-vernacular secondary schools if circumstances justify a change of policy in respect of secondary education that would amount practically to a revolution. The Lieutenant-Governor agrees with the Conference that this is at present out of the question. An interest in agriculture as a profession does not exist and cannot be created in the students who comprise the majority of the students of Anglo-vernacular secondary schools. To compel these to undergo agricultural teaching would arouse opposition and discourage education. On the other hand the Conference was advised that there is no serious objection to a change in the present science teaching of these schools so as to convert it into a teaching in agricultural science. The Conference therefore recommended that instead of the present science course, a course of agricultural science should be made general and compulsory in Anglo-vernacular middle schools and should be so devised as to lay the foundation of agricultural knowledge which the students can develop by taking a further course of agriculture when he proceeds to a high school. This measure is all that in the existing circumstances is practicable and it should, the Conference thought, be introduced at once.

The preceding paragraphs outline the policy accepted by Government so far as the middle departments of Anglo-vernacular schools are concerned.

The course in elementary agricultural science to which reference is made will be prepared by the Agricultural Department in consultation with the Education Department.

About 50 high schools already teach agriculture but not in a practical form. In the opinion of the Conference some practical instruction is essential. Most of the students who go through a high school course of agriculture will probably do so with the intention of qualifying themselves for a degree in science or agriculture. Therefore the agricultural teaching of a high school must not be purely vocational as in vernacular middle schools where many of the students intend on leaving to adopt farming as a calling. It must be optional and it should aim at turning out men who even if they do not adopt practical agriculture as their means of livelihood will still have the ability and interest to diffuse sound agricultural knowledge.

The main lines of agricultural teaching in high schools should be the inculcation of sound principles of agriculture. But as already noted, theoretical teaching by itself is not sufficient for this. The Conference therefore recommended for high schools a course of theoretical teaching accompanied by some practical training ; and that all students in the agricultural classes of high schools should spend a reasonable number of their study periods in practical work on land set apart for the purpose and in observing agricultural processes and experiments practically demonstrated on that land.

It may be objected that the Conference has so limited the scope of its recommendations as to fall far short of securing from Anglo-vernacular secondary schools an outturn of practical farmers. But it is not a function of secondary education to equip ploughmen with degrees and the recommendations made are calculated to secure the inculcation of sound agricultural ideas in the minds of a large number of students which will in itself be a great advance. The Conference was of opinion that the system of agricultural education in secondary schools recommended by it would be very valuable in leading a student up to a point from which he can either become a practical farmer or go on for a university degree. If he prefers the former alternative it will be open to him to proceed to Lyallpur or some other similar institution, which, if the demand arises, will no doubt be created, to finish his education as a practical farmer. All that he will require will be a short practical course to supplement the knowledge that he has already acquired. Thus the system recommended by the Conference avoids the pitfall of rendering an agricultural student unfit for anything but the life of a farmer.

To carry these proposals into effect it would be necessary as in the case of vernacular schools—

(*i*) to provide the teachers,
(*ii*) to provide the land, and equipment,
(*iii*) to modify, if necessary, the curriculum.

As regards (*i*) it was recommended by the Conference that for the middle department, selected junior Anglo-vernacular teachers should undergo a course of agricultural science at the new Training College at Lyallpur. It is possible that this may be arranged during the ordinary second year of the Junior Anglo-vernacular course for teachers who elect to specialise in science.

For the high department, the system of taking trained teachers (in this case with Senior Anglo-vernacular or B. T. qualifications) and giving them a course of agriculture at the Agricultural or new Training College at Lyallpur, would no longer be suitable. Such men even if agriculturists by birth would have been too long divorced from the land to be competent to teach agriculture practically.

The instructors should clearly be graduates of Lyallpur Agricultural College who have undergone a fifth year's training in practical pedagogy. It is proposed to arrange for this fifth year at the new Lyallpur Training College.

(*ii*) For the present and as a beginning, the Conference recommended that in Anglo-vernacular secondary schools, arrangements for the practical teaching of agriculture should be made only in places where there are two or more high schools having agricultural classes. The students of the different high schools would attend their own schools for tuition in all subjects other than agriculture, but in this subject they would receive tuition in a centre common to them all. The teachers, land and other requirements of the centre should, in the opinion of the Conference, be provided at the expense of Government. This would be much more economical and efficient than to require each high school with agricultural classes to make its own arrangements for its agricultural teaching with the aid of grants from provincial revenues. This is the system which is already being introduced in connection with manual training, which may naturally form an alternative subject to agriculture.

It was reckoned that six agricultural classes each containing not more than 20 students could be taught at an agricultural centre by a teacher specially selected and certified as competent to teach practical agriculture.

The Conference considered that not less than five acres of land would be required for practical work at each centre. As this land would be in proximity to large centres of population it would be considerably more expensive than that to be acquired for vernacular middle schools.

An average rate of Rs. 1,000 per acre was estimated by the Committee as the cost of acquiring such land.

The other expenses, *e.g.*, bullocks, tools, etc., necessary for establishing each high school centre would be the same as for a vernacular middle school.

The total cost of a high school agricultural centre is therefore estimated to be—

(*i*) Land	5,000
(*ii*) Bullocks	400
(*iii*) Implements	200
(*iv*) Buildings	2,000
(*v*) Miscellaneous	150
Total ...	7,750

(*iii*) Since agriculture would continue to be as at present an optional subject in the high department, no alteration in the curriculum is necessary. But the Conference "appreciated the necessity of recommending to the University that it should make changes in its matriculation test in agriculture so as to eliminate the advantage now enjoyed by the students who have only a theoretical knowledge of agriculture and to substitute a test including the element of practice as taught in high schools."

This however will only be practicable when the arrangements proposed for the practical teaching of agriculture have been brought into force and it is not a matter of immediate moment.

The Punjab Government has not only accepted the foregoing recommendations but has received a grant from the Government of India of Rs. 1,55,000 to cover the initial cost of opening twenty such agricultural centres.

There will remain, however, a certain number of isolated high schools which will not be able to avail themselves of instruction at any agricultural centre, although desirous of teaching agriculture in their high departments. The Conference recommended that till trained teachers are available, certificates should be awarded and staff grants should be given by the Education Department to teachers in these schools recommended by the Agricultural Department as qualified to give the instruction required.

The Conference further recommended that Government should give assistance to such aided schools towards providing them land required for practical teaching by—

(*a*) the use of the Land Acquisition Act for the purchase of the plots,

(*b*) by capital grants not to exceed half the cost of the land required provided the area is reasonable in view of the number of agricultural students in the school.

The Punjab Government has accepted these recommendations of the Conference and—

(*i*) staff-grants will be given for agricultural teachers fulfilling the requisite conditions.

(*ii*) rules for the acquisition of land for the use of aided schools have been recently published in the *Punjab Gazette*.

(*iii*) a sum of Rs. 50,000 of the Government of India grant is set aside for capital grants to aided schools for the purchase of land and equipment for practical agriculture.

In order that the agricultural work in vernacular middle schools and at the high school agricultural centres should be efficient, it is necessary that it should be subject to supervision and inspection such as the Education Department cannot supply. This supervision in the case of vernacular middle schools will be exercised by the teacher in charge of the nearest high school centre, who will, as a trained graduate of the Lyallpur College, be quite competent to undertake this work. The inspection of the high school centres will be entrusted to the agricultural staff of the new Lyallpur Training College.

The policy of Government having thus been described, it remains to indicate the action which is required from local officers to give effect to this policy.

(*a*) *Vernacular Middle Schools.*—The District Boards who have supplied the 20 Senior Vernacular teachers now under training at

Lyallpur, should at once select the vernacular middle schools in their districts to which the teachers will be attached after training, *i. e.*, in June next.

These teachers are entitled to an allowance of Rs. 10 per mensem for their agricultural teaching after successfully completing their course.

District Boards should also make arrangements for the purchase of the land required for practical teaching at each school, and for the necessary buildings and equipment. Application for the Government grant to meet these charges (Rs. 3,500 in each case) should not be made till all arrangements are complete.

Where a larger area than 3 acres can be obtained within the provision sanctioned or where the Board desire to add to that provision to increase the area there need be no hesitation in acquiring a larger area.

(*b*) *Anglo-vernacular Schools.*—Inspectors of Schools should suggest suitable sites for the establishment of high school agricultural centres. At the centres suggested, suitable plots of land of some five acres in extent should be chosen by the Inspector in consultation with the Deputy Commissioner, and estimates made of the cost of acquisition. But if a demonstration farm is suitably situated at a selected centre, the purchase of additional land may be unnecessary; where the opening of a new demonstration farm is under consideration, the possibility of its being used for educational purposes under this scheme should not be overlooked when the site is selected.

In the case of isolated high schools where agriculture is taught, enquiry should be made as to the need for land for practical teaching and where necessary a grant towards its purchase suggested.

The Bihar and Orissa Primary Education Act, 1919.

AN ACT TO PROVIDE FOR THE EXTENSION OF PRIMARY EDUCATION IN THE PROVINCE OF BIHAR AND ORISSA.

It is hereby enacted as follows:—

1. (1) This Act may be called the Bihar and Orissa Primary Education Act, 1919.

(2) It extends to the whole of the Province of Bihar and Orissa.

2. In this Act, unless there is anything repugnant in the subject or context—

(1) to "attend" a recognized primary school means to be present for instruction at such school on such days and at such time or times on each day as may be required by the school committee with the approval of the prescribed educational authority;

(2) "child" means a boy who is not less than six and not more than ten years of age;

(3) "local authority" means

in an area constituted a Municipality under the Bengal Municipal Act, 1884, or under the Central Provinces Municipal Act, 1903, the Municipal Commissioners, and

in an area constituted a Union under section 38 of the Bengal Local Self-Government Act, 1885, the Union Committee, of such Union subject to the control of the District Board;

(4) "parent" includes a guardian and any person who is liable to maintain or has the actual custody of a child;

(5) "prescribed" means prescribed by rules made by the Local Government under this Act;

(6) "primary education" means such instruction in reading, writing and arithmetic and other subjects (if any) as is for the time being recognized as such by the Local Government;

(7) "recognized primary school" means a school in which primary education is given, and which is for the time being recognized by the prescribed educational authority;

(8) "school committee" means a committee constituted under section 4 of this Act.

3. (1) The local authority may by notification declare that from a date specified therein, the primary education of children ordinarily residing in the area within its jurisdiction or in any portion of such area shall be compulsory.

(2) No such notification shall issue—

- (*a*) unless the local authority has so determined by resolution passed at a general meeting specially called in this behalf and such resolution has been supported by at least two-thirds of the members present at the meeting;
- (*b*) unless the local authority has satisfied the Local Government that it is in a position to make and intends to make adequate provision in schools maintained or aided or to be provided and maintained or aided by it for primary education of all children for whom such education will become compulsory upon the issue of such notification;
- (*c*) except with the previous sanction of the Local Government.

(3) Every notification under sub-section (1) shall be published in the Gazette and a copy thereof shall be posted at the office of the local authority and at such other places, if any, as the local authority may direct.

4. (1) Where a notification under section 3 has issued in respect of any area, the local authority may appoint a school committee for the said area or separate school committees for separate portions of the said area in accordance with rules prescribed.

(2) Every school committee shall be constituted in such manner and for such period as may be prescribed.

(3) The school committees shall have to the extent prescribed the direction of education in, and the regulation of, primary schools in the area for which it is appointed and shall also enforce the

provisions of this Act respecting the attendance at school and the employment of children.

5. Where a notification under section 3 is in force in any area, the parent of every child shall, in the absence of reasonable excuse as hereinafter provided, and if such child ordinarily resides in such area, cause such child to attend a recognized primary school in such area.

6. A parent shall be deemed to have a reasonable excuse within the meaning of section 5 for failure to cause a child to attend a recognized primary school in any of the following cases:—

(*a*) where the child is prevented from attending school on account of sickness, infirmity, domestic necessity, the seasonal needs of agriculture or other sufficient cause;

(*b*) where the child is receiving, otherwise than in a recogniz edprimary school, instruction which in the opinion of the school committee is sufficient or has already completed his primary education;

(*c*) where there is no recognized primary school within a distance of one mile by the nearest route from the residence of the child.

7. (1) Where the school committee is satisfied that a parent being bound under the provisions of section 5 to cause a child to attend a recognized primary school, has, after due warning by or at the instance of the school committee failed to do so, the school committee may apply to a Magistrate for an order directing such parent to cause such child to attend a recognized primary school and the Magistrate shall fix a day for hearing the application and cause notice thereof to be given to the parent.

(2) On the day fixed for the hearing of the application or any subsequent day to which it may be adjourned, and after hearing the parent or at the discretion of the Magistrate any other person on his behalf, the Magistrate may pass an order directing the parent to cause such child to attend a recognized primary school on and from a date which shall be specified in the order.

8. (1) Any parent who fails without reasonable excuse to comply with an order under section 7 shall on conviction before a Magistrate be punished with fine which may on the first conviction extend to two rupees and on a subsequent conviction to ten rupees.

(2) No court shall take cognizance of an offence under subsection (1), except on the complaint of the school committee.

9. (1) Whoever knowingly employs either on his own behalf or on behalf of any other person, any child to whom the provisions of section 5 apply, so as to interfere with the attendance of such child at a recognized primary school shall, on conviction before a Magistrate, be liable to fine which may extend to twenty-five rupees.

(2) No court shall take cognizance of an offence under subsection (1) except on the complaint of the school committee and before making any complaint under sub-section (1) against any person, the school committee shall; unless such person has previously been

convicted under sub-section (1) in respect of the same child, cause a warning to be given to such person.

10. An application to a Magistrate under section 7 and a complaint to a Magistrate under section 8 or section 9 may be made on behalf of the school committee by such person as may be authorized by the committee in this behalf.

11. The Local Government may of its own motion or on the application of the local authority by notification exempt the children of any class of persons or any community residing in the area or any specified part of the area under the control of the local authority from the operation of this Act or may direct the local authority to make such separate provision for the education of the children of such class of persons or such community as to the Local Government may seem fit.

12. (1) If the resources, including grants from the Local Government, at the disposal of the local authority, are inadequate for the provision of efficient primary education for the children residing in the area in respect of which a notification under section 3 has issued, the local authority may, by a resolution passed at a general meeting specially called in this behalf and supported by at least two-thirds of the members present at such meeting and with the sanction of the Local Government, impose a cess to be called education cess:

Provided that no person shall be liable to pay such cess if the children of the class of persons or the community to which he belongs, have been exempted under the provisions of section 11 from the operation of this Act.

(2) The proceeds of the education cess shall be applied by the local authority wholly to the provision of primary education under this Act and purposes connected therewith (including the provision of school accommodation) in the area from which the cess is recovered, and to the expenses of collecting the said cess.

13. Education cess shall—

(*i*) in a municipality be such percentage not exceeding thirty-three and a third of the maximum tax or rate which can be imposed upon owners or occupiers of property in the said area under the provisions of section 85 of the Bengal Municipal Act, 1884, or of section 37 of the Central Provinces Municipal Act, 1903, as the local authority may fix, and shall be recoverable in the same manner as if it were such tax or rate;

(*ii*) in a Union be such percentage not exceeding fifty of the assessment imposed under section 118 C of the Bengal Local Self-Government Act, 1885, as the local authority may fix, and shall be recoverable in the same manner as if it were such assessment.

14. (1) The parent of every child attending a recognized primary school shall be liable to pay such fees as may be fixed by the local authority:

Provided that in any area where education cess has been imposed under this Act, no fees shall be payable in respect of instruction at a recognized primary school of a child who has not been exempted from the operation of this Act.

(2) In any area in which this Act is in force but no education cess has been imposed, the school committee may, upon being satisfied that the parent of a child is unable to pay the fees payable under sub-section (1), remit such fees wholly or in part during the whole or any part of the period of compulsory attendance.

15. All primary schools maintained by a local authority in any area in which this Act is in force shall be open to inspection by any officer appointed in this behalf by the Local Government.

16. If the Local Government is of opinion that a local authority has made default in any of the requirements of this Act, the Local Government may by notification stating the grounds of such order cancel any notification which has been issued under section 3, or may make such other order as to the Local Government may seem fit.

17. If the local authority does not appoint a school committee under the provision of this Act, the local authority shall itself exercise all the powers conferred and perform all the duties imposed by or under this Act upon a school committee so appointed.

18. (1) The Local Government may by notification make rules to carry out the purposes of this Act.

(2) In particular and without prejudice to the generality of the foregoing provision, such rules may—

(*a*) prescribe the educational authority referred to in section 2, sub-sections (1) and (7);

(*b*) determine generally what shall be considered to be adequate provision for primary education under section 3, sub-section 2 (*b*);

(*c*) prescribe the manner in which application shall be made for the sanction referred to in section 3, sub-section 2 (*c*), and the particulars to be furnished with such application;

(*d*) prescribe the manner in which the school committee shall be constituted, the number of members and the period of office of members of the school committee, its duties and powers in respect of the direction of education in and the regulation of, primary schools, the manner in which it shall transact its business, its relations with the local authority and with the prescribed educational authority, and the circumstances in which separate school committees may be appointed for separate portions of an area in respect of which a notification under section 3 has issued.

EXCISE.

Excise Administration in Burma.

Government Review for 1917-18.

The war was responsible for a heavy fall in the gross Excise receipts for the year 1915-16. The following year showed a substantial recovery of Rs. 7·09 lakhs. In the year under review, with a further rise of Rs. 4·03 lakhs or 4·57 per cent., the Excise revenue, Rs. 92·27 lakhs, is only Rs. 12,055 below the total for the year 1914-15, which is the highest yet recorded in the Province. The increased receipts from Opium, consequent on the rise in the wholesale price paid for the drug by the licensees, was responsible for over 71 per cent., of the total increase of Rs. 4·03 lakhs, while the greater part of the balance was under the head Country Fermented Liquors. No change was made in the arrangements for the retail vend of opium. The Madras tree-tax system of controlling the consumption of *tari* (toddy) was introduced with success in the Prome District. The contract distillery system was extended in the Toungoo and Thaton Districts and there was a fall of 29 in the number of licensed shops, mainly in Lower Burma, for the sale of *tari* and other country fermented liquors.

Intoxicating drugs.

Seizures of hemp drugs, the use of which is confined to Indians, fell by 12·9 per cent., after the substantial rise of 50 per cent., recorded in 1916-17. Possession of these drugs, save under license for the medical treatment of elephants, is prohibited in Burma. There was a decline in seizures and convictions in respect of both morphia and cocaine, and their use is said to be declining owing to high prices and the difficulty of smuggling. The Collector, Rangoon Town, reports that the source of supply of cocaine is now the Far East, deficiencies in the stocks of European manufacture being supplemented by cocaine made in Japan. The hands of the Excise Department have been strengthened for dealing with these drugs by the provisions of the new Excise Act against the keepers of the dens in which they are sold or administered.

There was a fall in the total number of convictions under the Excise and Opium laws, and in those secured by Excise Officers. It is satisfactory to note that a distinct improvement is reported in the assistance rendered by village headmen in excise matters. The success achieved in the Tharrawaddy District, where 80 per cent., of the villages are said to be free from liquor and opium, is due to the energy displayed by the headmen under the guidance of their Deputy Commissioner.

FOREST.

Forest Administration.

GOVERNMENT REVIEW FOR 1917-18.

[Punjab.]

At the close of the year, the Forest Department had under its management an area of 7,074 square miles or 137 square miles less than in the previous year. The colonization of waste lands in the Chenab and Multan Divisions was mainly responsible for the reduction, but the area under forest growth has actually increased slightly.

Forest Settlements.

The work in connection with Forest Settlements during the year has been satisfactory. Considerable progress has been made with the preparation of browsing schemes for Silladar Camel Corps. In the Kangra Forest Settlement, the work of delimiting the areas which will be subjected to rotational closing and defining the rights of user which the villagers will be permitted to enjoy is nearing completion.

In respect of protection from fire the year was on the whole a successful one. The total number of fires was 159 or one less than in the preceding year, a particularly favourable one, though the area affected rose from 3,999 to 11,796 acres. Incendiarism manifested itself on a considerable scale only in the Kangra Division where 28 cases occurred and no less than 6,525 acres where burnt with the object of obtaining new grass. The number of cases classed as purely malicious was four only as compared with ten in the previous year.The Lieutenant-Governor notes with satisfaction that for the third year in succession, the inhabitants of the Rawalpindi District have co-operated in protecting the Rawalpindi *chir* forests from fire. His Honour has decided in view of the comparative immunity from fire which has for three years followed the permitting of free grazing in the Rawalpindi Forests to postpone for two years the question of legislation for enforcing communal responsibility for forest offences. He hopes that the improvement will be maintained and it should be impressed on the people that the decision whether special legislation is required depends on their behaviour.

Grazing.

The area open to all grazing fell from 5,829 to 5,739 square miles. The area entirely closed to grazing was 406 square miles or 6 per cent., of the total area compared with 388 square miles in 1916-17. The total revenue realized from grazing and fodder grass was Rs. 1,82,825 which though less than in the previous year exceeded the average of the past triennium by Rs. 38,792. The total value of grass and grazing of all kinds fell slightly short of 220 lakhs, or more than twelve times the charges paid for it by the people. There was a substantial diminution of illicit grazing owing to the good monsoon and the surrender of certain forests for colonisation.

Timber.

The outturn of timber during the year was 82,60,000 cubic feet against an average for the previous three years of 8,106,000. The outturn of firewood (27,116,000) was less than the triennial average by over a million cubic feet. The total value of minor produce extracted showed a slight increase. The value of the produce of all kinds departmentally exploited has risen from under 24 to over 28 per cent., of the value of total produce.

Forest Administration.

PROCEEDINGS OF THE BOARD OF REVENUE ON THE REPORT FOR 1917-18.

[Madras.]

Forest Offences.

The following table compares the forest offences of all kinds reported during the year with those of 1916-17 and with the average of the preceding three years:—

	Injury to forests by fire		Unauthorised felling		Unauthorised grazing		Other offences		Total		Average of the three years ending 1916-17
	1916-17	1917-18	1916-17	1917-18	1916-17	1917-18	1916-17	1917-18	1916-17	1917-18	
1	2	3	4	5	6	7	8	9	10	11	12
Cases taken to Court ...	50	44	4,275	4,565	1,596	1,631	296	306	6,217	6,546	6,747
Cases compounded ...	86	69	13,782	12,775	5,313	4,898	781	839	19,962	18,581	21,609
Cases undetected ...	1,217	1,474	419	408	257	60	15	22	1,908	1.964	2,148
Total ...	1,353	1,587	18,476	17,748	7,166	6,589	1,092	1,167	28,087	27,091	30,504

It will be seen that the total number of offences reported during the year is 996 less than in the preceding year and 3,413 less than the average of the three preceding years.

This satisfactory decrease of crime is attributed generally to better protection; in Kurnool, to the fact that the inhabitants of the villages bordering on the forests were fully employed in work in coupes, and in hay-making; in Nellore, to the Kancha system by which the villagers are interested in the protection of the forest; and in South Kanara and Coimbatore to the deterrent punishments inflicted on gangs of habitual thieves. The formation of Forest Panchayets for forests in which grazing is the chief consideration, and the introduction of the forest village system in the Javadi hills must also have contributed to this result. The decrease would have been greater but for the fact that with the increases which are being sanctioned from time to time in the forest staff fewer offences escape detection.

Grazing.

Grazing licenses were issued to 2,482,592 animals, a decrease of 222,367. It may be hoped that the decrease in the grazing, if real, is partly due to the transfer of reserves to panchayats, to the extension of the Kancha and forest village systems and to the success of the attempts which are being made to reduce the excessive incidence of the grazing in many of the reserves by the introduction of the grazing schemes. The Kancha system worked well in the Nellore District and is being introduced into the Chingleput District. Thirty-three silver medals and cash rewards amounting to Rs. 2,383 were awarded for good protection and were much appreciated. Defaulting Kanchadars were fined where protection was specially bad. An extra Assistant Conservator was specially deputed to popularise the system and to hold the Kancha sales. Three hundred and seventy Kancha leases were granted for 256,379 acres of grazing land; 5,627 acres of forests closed to grazing were entrusted to Kanchadars for protection.

The aggregate receipts for the whole Presidency under grazing amounted to Rs. 7,39,674; the figure of the previous year was Rs. 7,03,869. The increase is explained by the enhanced grazing fees which were imposed in several districts with the object of stimulating the formation of panchayats and the introduction of the forest village system. If these objects are attained, the grazing fees will actually be reduced by refunds made at the end of each year. The forest village system was a success in the hill villages of the Polur and Santavasal ranges of South Vellore Division and in three ranges in West Vellore. Refunds amounting to Rs. 6,720 were granted to those villages which had earned it by good protection. No one system will be suitable for the whole Presidency; but the Board is hopeful that by some scheme of reward and penalties, modified to suit local conditions, the grazing problem throughout the Presidency may in time be, if not solved, at least rendered less acute than it is now. Such a solution is desirable no less in the interests of the villagers than of the forests. The number of cattle impounded was 118,806 or 7 per cent in a total of 1,620,964 head of cattle which grazed in the forests either free or on payment.

REPORT ON THE ADMINISTRATION OF FOREST DEPARTMENT.

Constitution of Forest Panchayats.

During the year, two panchayats were newly formed in Bellary, two in Guntur, one in West Cuddapah and in Chingleput. Two were renewed in Bellary, 28 in Guntur, 18 in West Cuddapah and two in Nellore. Eleven were dissolved in Bellary, one in Ananthapur, one in Guntur, one in Chingleput and two in Chittoor.

As a special report on the working of the panchayats is submitted to Government annually by the Board, there seems no necessity to go into this matter in detail in this report. The panchayats are mostly reported to have worked satisfactorily on the whole. Perhaps this may be so and the Conservator hopes it is, but must confess to being somewhat sceptical on the point.

The Collector of Chittoor writes as follows:—

"These panchayats were started hastily by a special officer in 1915. Too many were formed. The areas were not well distributed among the villages. Owing to there being too many of them they have not been properly inspected during the last three years by the Tahsildars and Divisional Officer. The Tahsildars concerned have heavy charges. Further Mr. Sathe never, to my knowledge, inspected any one of the areas in company with Divisional officer and no Ranger ever, to my knowledge, accompanied either a Tahsildar or a Divisional Officer on inspection. Hence, the Revenue officers, not being properly instructed themselves could not properly instruct the panchayatdars even if they had time to educate so many panchayats, which they had not. Mr. Sathe's attitude to the panchayats was one of undisguised hostility. I consider that the number of panchayats should be reduced and the remainder given another chance."

The Conservator would remark that the Collector seems to be of the opinion that it is the duty of the District Forest Officer and the Range Officer to instruct the Divisional Officer and Tahsildars who, in turn, are to educate the various panchayats as to how they are to manage their reserved forest panchayat areas. Apart from the fact that neither the District Forest Officer nor his Range Officers have time to run after Divisional Officers and Tahsildars to educate them in panchayat management, it is evident that very little notice was taken in Chittoor on the reports of inspections made by either the District Forest Officer or his Range Officers. The Conservator agrees that it is advisable for joint inspections to take place at times by both sets of officers, for unless this is done, whatever the Range Officer may report, the Tahsildar will report the exact opposite. To effect this, however, the officers must approach each other and arrange for joint inspections and this they have not done, although the Conservator understands in one case after the District Forest Officer actually arranged for a joint inspection with the Divisional Officer the latter failed to turn up.

As a matter of fact, most of the panchayats in Vayalpad and Madanapalle taluks have sought to get as much out of the panchayat areas as possible and have allowed in many places huge herds of goats, so much so that in some places the reserves now look even worse than the surrounding unreserved land does.

Working of Forest Panchayats.

A portion of Bolampatti Block 1 in Central Coimbatore was handed over for panchayat management and two panchayats managing an area of 1,803·10 acres were formed during the year. The formation of one more panchayat in Central Coimbatore was sanctioned but the people of that village were unwilling to take it up. The areas managed by panchayats are as shown below—

Districts	Number of reserved forests managed by panchayats	Area in acres	Assessment imposed	Number of panchayats managing the areas
			Rs.	
Mangalore North ...	1	89·34	...	1
Central Coimbatore ...	8	6,244·35	1,249	14
South Coimbatore ...	6	3,438·83	485	3
Total ...	15	9,772·52	1,734	18

Reserved Forests.

The work of panchayats in Mangalore North, is reported to be satisfactory, while in Central Coimbatore the work was found to be unsatisfactory. The Collector of Coimbatore remarks that in any case these areas are not worth retention by the Forest Department. The Dalavoipattanam panchayat in South Coimbatore is reported to have managed the forests satisfactorily and improvements done by the panchayat are;—

(1) putting a stop to illicit thefts and

(2) clearing of prickly-pear in the forest. The work of the other two panchayats in the division is not well reported on.

JUDICIAL.

Criminal Justice in Burma.

GOVERNMENT RESOLUTION ON THE REPORTS FOR 1917.

Crime.

Two causes have been suggested in the reports for this reduction of the volume of crime in Burma. The Honourable Judges of the Chief Court suggest that the opening of the army as a career has attracted a number of youths who would otherwise have embarked on criminal enterprises from a sheer spirit of adventure. The Judicial Commissioner, Upper Burma, expresses similar views and also quotes opinions which attribute the reduction of crime to economic conditions among which a good harvest and scarcity of ready money are specified. Both of these explanations are consistent with the opinion of the Local Government,expressed in the Resolution on the administration of Criminal Justice for the year 1915, that it is difficult to believe that the degree of criminality of the Burmese people can be as high as is represented by the criminal statistics for the province. The excessive amount of crime in Burma is largely due to indirect causes, partly economic and partly administrative. It is highly probable that the one-sided development of Burmese national life, which has made Burma dependent on other races for military protection, for the military branch of the police force, and for progress in many branches of administration and in urban and modern industries, has had a reaction in a criminal direction. For a people to attain to a healthy and fully developed national life, it is necessary for them to advance with some measure of uniformity along all the possible lines of progress. The praiseworthy instincts on the part of the youth of the people for a life of incident and energy and adventure, require legitimate outlets through service in the army and police, and by means of a full participation in the opportunities afforded by the urban industries and the commercial development of the province. Unless full advantage is taken of such outlets, the bolder and younger spirits are prone to seek the satisfaction of their instincts, and relief from the monotony of their life, by adventures which have a criminal termination. The awakening of the people of Burma to the extent to which they have failed to grasp the opportunities of progress and development in their own province is a promising augury for a progressive decline of the volume of crime in the future. It is possible too that the development of the tenancy system in Lower Burma, by creating a class of tenants with no permanent interest in the lands they cultivate may be responsible for the unsettled conditions that conduce to crime, and that a greater security of tenure for cultivating tenants would result in a diminution of crime.

The numbers of offences under special and local laws are tests rather of the efficiency of various branches of the administration than of any criminal tendencies on the part of the people. It is necessary to hold the criminal law in reserve to be used against those members of the community who are not prepared to obey the special and local laws considered necessary for the well-being of the people. But the more efficient the administration, the more such criminal powers are kept in reserve, to be used in exceptional cases only where the normal methods of administration have failed. The suggestions contained in the concluding paragraph of the Resolution on Criminal Justice for the year 1916, that too much reliance should not be placed on legal sanction, but that crime should be countered more by active measures to organize society, to create a sound public opinion, and to enlist the mass of the people on the side of law and order, apply with particular stress to offences under special and local laws. The abnormal increase of 2,534 offences under the Municipal Act and Rules, an increase of more than 27 per cent on the figures for 1916, is due largely to increases in three towns, Rangoon (an increase of 1,230 cases), Mandalay and Minbu. The Reports justify the conclusion that this exceptional recourse to the criminal law is due to failure in administration. The Honorable Judges of the Chief Court use the phrase "burst of activity" with reference to the increase for Rangoon, and although the phrase is not used in the Upper Burma Report, it is clear that it is equally applicable to the Municipalities of Mandalay and Minbu. It is scarcely necessary to state that "bursts of activity" imply a negation of good and efficient administration. The condonation of breaches of municipal bye-laws for long periods by negligent supervision, alternating with sudden bursts of activity under the criminal law, tends to bring municipal administration into disrepute and contempt. Steady and continuous administration of the municipal law is the ideal to be aimed at, not only because it will afford much-needed relief to the criminal courts, but also because it will tend to make municipal government more efficient and acceptable.

Attention was drawn in the Resolution last year to the abuse of the criminal courts in connection with the administration of special and local laws. The warning there issued needs to be repeated. To the instances then given may now be added the number of prosecutions under the Forest Act instituted through a misreading of the law by the Divisional Forest Officer, Amherst; the 867 cases under the Gambling Act in Lower Burma which were not returned as true; the large percentage (49) of persons sent up for trial under the Gambling Act in Lower Burma who were not convicted; and the failure of 97 per cent., (285 out of 294) of the prosecutions under the Workman's Breach of Contract Act in Tavoy.

Both the Honourable Judges of the Chief Court and the Judicial Commissioner, Upper Burma, consider that some magistrates do not hold a careful preliminary investigation in complaint cases, with a view to summary dismissal under section 203, Criminal Procedure Code, before process is issued, when no offence has been disclosed. The remedy lies in the hands of District Magistrates. An abnormal number of unsuccessful prosecutions, as in the gambling cases in Lower Burma, the forest cases in the Amherst District or the breach of contract cases in the Tavoy District, mentioned above, must reveal themselves conspicuously in the periodic lists of criminal cases submitted, and an opportunity is then given to the District Magistrate to draw the attention of all magistrates to the provisions of the law, and to emphasize the application of the general principle by particular instances of lapses actually occurring in the course of every-day administration.

Duration of cases.

The reports from both Upper and Lower Burma express dissatisfaction with the lengthy duration of criminal cases, and with the lack of method and departure from procedure, which are the primary causes of the undue prolongation of such cases. The Honourable Judges give in outline some of the measures which if adopted would remedy this evil. It is of the utmost importance that criminal trials should be completed expeditiously. The prolonged detention of prisoners under trial is not only a hardship on those prisoners who are ultimately discharged or acquitted; it is also a source of many administrative difficulties by keeping subsidiary jails and lock-ups in a state of chronic overcrowding. The Local Government will welcome any measures taken by the Honourable Judges or the Judicial Commissioner to effect a reduction in the period of duration of the trial of criminal cases.

Punishments.

The number of punishments of imprisonment naturally diminished with the decrease in crime. The inclusion of imprisonments till the rising of the court in the category of imprisonments of fifteen days and under, in column 21 of Statement V has met with criticism in the Reports from both Upper and Lower Burma. The Lieutenant-Governor agrees that imprisonments till the rising of the court are sufficiently distinctive to be placed in a separate category, but a modification of the method of compiling this statement would require the sanction of the Government of India. A footnote to the statement stating the number of imprisonments till the rising of the court is perhaps all that is necessary, and may be adopted pending the issue of further instructions. The question will however require further examination. Twenty illegal sentences of whipping were passed, eighteen in Lower Burma and two in Upper Burma. The provisions of the Whipping Act should by this time be well understood by all Magistrates empowered to inflict this punishment, and severe notice must be taken in future of all such illegal sentences detected in the course of appeal or revision. The imposition of an illegal sentence implies the grossest carelessness on the part of a Magistrate inflicting it.

Juvenile offenders.

A substantial advance appears to have been made in the treatment of first and youthful offenders in Lower Burma, though the Honourable Judges consider there is room for further improvement both in the treatment of cases under section 562, Criminal Procedure Code, and under the Reformatory Schools Act. Some advance has been made in Upper Burma in the treatment of first offenders under section 562, Criminal Procedure Code, but there has been retrogression in dealing with youthful offenders under the Reformatory Schools Act. It is difficult to believe that in Upper Burma, there were no cases which could have been suitably treated by discharge after admonition, and two cases only in which delivery to parent or guardian was the most appropriate course of action. Comprehensive instructions to Magistrates on the methods of dealing with first and youthful offenders are about to issue, and it is hoped that they will be effective in securing some mitigation of the rigour of the normal criminal law in the case of all such offenders.

The Lieutenant-Governor is greatly pleased that with a few exceptions, the tendency to an increase of crime for the past few years has changed to a marked tendency in a downward direction. It is now the duty of all concerned, both officials and the non-official members of the community, to co-operate to ensure that the downward tendency is accelerated. The causes of the abnormal amount of crime in Burma have not yet been ascertained. The Judicial Commissioner, Upper Burma, states that the reports of District Magistrates as a rule give little indication that they have considered the important matters referred to in last year's Resolution, and considers that it is desirable that the reports of District Magistrates and Sessions Judges should contain some indication that they are aware of the nature of the problems that arise, and have considered how they can be dealt with. The Lieutenant-Governor agrees in principle with the Judicial Commissioner, but it is somewhat difficult to determine whether the important question of the causes of crime should be considered in connection with the Police Report or with the Criminal Justice Report. On the one hand, the ultimate causes of crime involve administrative and economic considerations beyond the sphere of police administration. On the other hand, the Criminal Justice Report is not concerned with the total volume of crime, inasmuch as many true cases are undetected, and do not come within the purview of the Criminal Courts. The Lieutenant-Governor considers that the most suitable opportunity for the District Magistrate to consider the question is in his review of the report of the District Superintendent of Police on the working of the police administration of his district. He may then bring his wider administrative experience to bear on the crime statistics of the Police Report. For the future the question of the causes of crime will be considered in the

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Police Administration Report, though this will not preclude District Magistrates and Sessions Judges from commenting on the question in their Reports on the Administration of Criminal Justice. The question is of primary importance and may repay examination from two points of view. Much good and patient work is being effected by district officers concerned with the administration of justice, but it is impossible to be satisfied as long as the statistics of crime for Burma are so abnormally high compared with those of other provinces. The reports under review indicate many directions in which there is room for improvement, not only directly in the actual administration of the criminal law, but in other branches of the administration. A satisfactory start has been made, and crime is now decreasing. It needs but the cordial co-operation of the more enlightened members of the people with the officials of all branches of the administration to ensure that the causes which have led to the excessive crime in Burma shall be completely ascertained and removed, and that the present tendency of crime to decrease shall be progressively continued.

LOCAL SELF-GOVERNMENT.

Local Boards in Assam.

Government Resolution on the Report for 1917-18.

Village Authorities.

Sixty-four Village Authorities were in existence from the beginning of the year, thirty-three being under the Gauhati Local Board, thirty under Jorhat and the remaining one under Sunamganj. Eight more were sanctioned during the latter part of the year six under the Gauhati Board, one under Habiganj, and one under Karimganj, but they have not been included in the statements appended to this resolution, as they were not in a position to undertake work before the close of the year. The progress in the establishments of the Village Authorities in the Surma Valley has been slow, owing to the preoccupation of the three special Sub-Deputy Collectors appointed for the purpose with famine relief work and work in connection with the recovery of agricultural loans.

The 64 Village Authorities working during the year were composed of 310 members. Although appearing in statement IV as nominated, the bulk of these were elected by the villagers before the formal constitution of the authorities under the Act, and were then nominated with the object of avoiding a second election. They will be elected for future terms of office. Of the chairmen, all of whom were non-officials, 48 were elected and 16 nominated.

The total amount spent by these institutions in cash during the year was Rs. 6,202, the greater part of which was subscribed by the villagers.

The 33 Village Authorities under the Gauhati Local Board constructed over 20 miles of new roads and paths, and repaired 23½ miles of old ones. They also dug 24 new tanks and restored 11. As the Deputy Commissioner observes, a record of 56 miles of new paths and 49 new tanks in two years is highly creditable. It also appears that in the large majority of cases, the land necessary for these works was given free from the *Pattadars;* though instances are not rare of individuals who, after allowing the use of their land for the construction of a path, quarrel with the village member or one of his relatives or supporters and strive to get the land back by destroying the section of the path constructed.

In addition to such work, the Village Authorities in Kumrup are reported to have done their best towards settling village disputes, in safeguarding grazing grounds, fuel reserves and road-side trees, and in preventing the pollution of the water supplies and the destruction of paths and bridges.

The members of the institutions under the Jorhat Local Board are also said to have shown an excellent spirit with regard to road making, and to have done really good work in many cases; the same spirit was unfortunately not shown with regard to the excavation of tanks. Four new tanks were, however excavated and 14 repaired, and few school buildings were also repaired. Two of the village authorities constructed business houses without drawing on the village funds for the expenditure. As in Kamrup petty disputes were settled by the members.

Before closing this resolution, the Chief Commissioner would refer briefly to a general question which is constantly arising, namely, whether the rival claims of education, roads and medical work are fairly dealt with by the local boards. Educationists complain that schools are starved for the sake of roads; advocates of roads complain that most of money goes to schools, while supporters of medical work say that owing to roads and schools together, the dispensaries are inadequate in number and defective in equipment.

The situation is to a great extent confused by the system of "ear-marked" grants from Government. In the expenditure of these grants, the Board has no option. What the rival claimants should know, and what few of them do know, is how the boards divide the money which is at their absolute disposal. The Chief Commissioner has examined this matter with some care and has arrived at the following interesting figures:—

Expenditure of "free" income on	By Local Boards in Assam (1917-18)		By District Boards in Bengal (1915-16)	
	Amount	Percentage	Amount	Percentage
1	2	3	4	5
	Rs.		Rs.	
Education	3,97,000	31	14,32,000	20
Roads	4,11,000	32	46,44,000	63
Medical	2,08,000	16	7,06,000	10
Balance of free income available for other object (Water-supply, Veterinary aid, etc.) ...	2,73,000	21	5,55,000	7
Total free income ...	12,89,000	100	73,37,000	100

The conditions of Assam are of course different from those of Bengal. In the first place, the Local Rates Regulation in Assam is essentially different from the Cess Act in Bengal. In the second place, Government does proportionately far more for roads in Assam than in Bengal, leaving proportionately less to be done by local bodies. But when due allowance is made for these dissimilarities, it is a remarkable fact, and one not generally known, that the "Free" expenditure on roads by local bodies in Assam is relatively one-half as great as the corresponding expenditure in Bengal. On the other hand, the "Free" expenditure on education and on medical work are each half as high again in Assam as in Bengal. In this connection the Chief Commissioner wonders whether local bodies always remember that without good roads, or good waterways, it is impossible for boys to go to school or patients to hospital.

District Boards in Bengal.

Government Review for 1917-18.

District Boards.

During the year under review, five District Boards, or one-fifth of the total number were given the privilege of electing a Chairman from among the non-official members. The districts in question were Burdwan, the 24-Parganas, Jessore, Bakarganj and Murshidabad.

Union Committees.

Although the increase in the number of Union Committees in the year under review has not been quite so rapid as in the previous year and the reports of the public spirit displayed by them are not always favourable, there is good reason for looking forward to steady progress and improvement in this branch of local self-government.

Reports from Birbhum and Hooghly testify to the continued good work done by the Union Committees of these districts. In Birbhum, where the receipts from taxation have risen from Rs. 450 to Rs. 15,000 in 5 years, six new unions being constituted in that period, their expanding resources have enabled the Committees to appoint a separate overseer for the supervision of works undertaken by them. The Chairman of the Birbhum District Board reports:—"The Union Committees in this district have displayed commendable readiness to tax themselves and much vitality and energy in carrying on works of sanitation, water-supply and improvement communications. With their record of good work and their example in submitting cheerfully to self-taxation they will serve as good models for the Union Committees which will before long spring up all over the district after the new Bengal Village Self-Government Bill passes into law."

In Dacca, the Committees are showing commendable zeal and enthusiasm, and evidence is not wanting of their capacity to benefit by each other's experience. In this district it is the custom for the Chairmen and members to meet with the chaukidari panchayats at an annual Conference held at the Dacca Government farm, where questions of village administration are debated and the work carried on at the farm is studied with keen interest. The conference during the year under review was attended by about 1,000 members of these village authorities, whose keenness was stimulated by the presence of His Excellency the Governor.

The other side of the picture is presented in the report of the Chairman of the Bankura District Board, who found the working of the Union Committees most disappointing. "Neither threat nor persuasion," he remarks, "has availed to arouse the slumbering instinct of self-help and patriotism." The non-official Chairman of the Burdwan District Board complains that the majority of the Union Committees want to have doles from the District Board without exerting themselves. In other districts also the aversion to local taxation is noticeable. At the same time, Committees which have failed to introduce local taxation have not always been marked by lack of vitality or initiative: the people of Rangpur, though they do not assess themselves, raise considerable sums from voluntary contributions. Many Committees moreover are of recent creation, and it is hoped, that, with greater experience and with an expansion of their work, the advantages of self-taxation will be more widely recognized. An encouraging instance of the readiness of villagers to manage and pay for village needs is furnished by the existence of 89 informal Committees in the Rangpur district, which spent Rs. 27,640 on roads, Rs. 7,854 on wells and Rs. 3,959 on other heads.

Education.

The expenditure on education amounted to approximately 25 lakhs, of which nearly half consisted of Government grants. The total number of upper and lower primary schools maintained and aided by District Boards rose from 34,020 to 35,278, of which 27,863 were boys' schools and 7,415 girls' schools: those actually maintained by the Boards numbered 2,842. Village opinion still seems to consider the education of girls a luxury rather than a necessity and the progress of female education is consequently slow, there being an addition of only 6,700 in the number of girls attending schools maintained and aided by the Boards. The education of small and backward communities received some attention. In Birbhum, a feature of the year's work was the starting of night schools, at which free ducation was given to the children of labourers, cultivators and artizans.

Medical.

There was an increase of nearly Rs. 80,000 in the provision of medical relief. In view of the inadequacy of medical relief available in rural areas, Government urged the Boards to prepare programmes for the establishment of additional dispensaries, so that in course of time there might be a network of dispensaries in each district and every village might be within reach of one. Altogether 23 new dispensaries were established in the year under review, and the Governor in Council is pleased to observe that almost all the District Boards outside the Chittagong Division have adopted programmes of extension. Jessore, Howrah and Dacca have decided to introduce a system of endowed medical aid for rural areas, under which localities, where medical aid is not procurable and there is not sufficient local support to justify the establishment of a dispensary, are selected and medical men induced to settle and practise in them by the grant of a subsidy. Four such centres were selected in Howrah and ten in Jessore. The experiment was tried elsewhere some years ago but proved a failure; and it remains to be seen with what success it will now meet.

Sanitation.

There was an increased outlay of over Rs. 23,000 on sanitary measures, a large part of the expenditure being incurred, as in previous years, on village works carried out through the agency of Local Boards and Union Committees. The sanitary staff of some of the Boards was usefully employed in delivering lantern lectures in villages and instructing villagers in the main principles of hygiene and their application. It is interesting to note, as an instance of growing interest in questions of public health, that the non-official Chairman of the District Board of Jessore composed and distributed a leaflet on cholera and malaria, which was approved by the Sanitary Commissioner.

Municipalities in Bihar and Orissa.

GOVERNMENT RESOLUTION FOR 1917-18.

Assessment and Taxation.

The aggregate number of Municipal rate-payers rose from 211, 281, in 1916-17 to 215,286, the increase being shared by the Tirthu, Bhagalpur and Chota Nagpur Divisions. A marked increase of revenue was produced by a revision of assessment in the Municipalities of Patna (Rs. 58,291), Puri (Rs. 12,694), Chapra (Rs. 8,524) Darbhanga (Rs. 7,092), Arrah (Rs. 6,195), Madhubani (Rs. 3,979), Ranchi (Rs. 3,731) and Purulia (Rs. 2,606).

The usefulness of most municipalities is impaired by their inadequate resources. Proposals for raising increased taxation are naturally unpopular with the rate-payer; and Municipal Commissioners are thus apt to oppose taxation which they know to be really necessary for the attainment of a proper standard of municipal efficiency. This accounts for the backward condition of most of the towns of Bihar and Orissa; since even if Government are prepared to contribute the capital cost of municipal improvements, the municipalities are often not willing to tax themselves for their maintenance. The dislike of increased taxation is doubtless enhanced in some cases by the belief that the funds already available are not used to the best advantage. It may be hoped that, as municipalities become more efficient, this suspicion will be removed, and with it the objection, at any rate of the more advanced and better educated classes, to submit to the taxation which is essential for sanitary improvements, water-supply, lighting and similar urban amenities.

The total receipts, including opening and closing balances, amounted to Rs. 47,57,902 and the disbursements to Rs. 37,38.745, leaving a closing balance of Rs. 10,19,157.

General.

The year has not witnessed any striking advance on the part of the Municipalities of the province. It is generally found that the Municipal Commissioners while taking a lively interest in the larger schemes affecting their town show very little enthusiasm in watching and controlling the details of work which contribute to the good or ill success of the administration. It is essential to progress that the Commissioners should consider themselves guardians of the interests of the wards which they represent and should be more careful to see that the municipal staff performs its duties properly within the area. At present all executive control is usually centred in the hands of the vice-chairman while other members of the municipal body regard themselves a purely consultative body. The task of supervising unaided municipal operations over a large town is impossible for a single man, able to devote only a part of his time to the task, and under such a system waste and inefficiency are inevitable.

Local Boards in Madras.

REPORT ON THEIR WORKING DURING 1917-18.

District Boards.

There were 25 district boards with a sanctioned maximum strength of 806 members as in the previous year. On the 31st March 1918, the actual strength was 769 members, of whom 125 were *ex-officio* members, 278 were nominated by the Government and 366 were elected by the taluk boards. Classified according to race 675 were Indians and 94 Europeans. Towards the close of the year, however, the Government considered that the time had come when, in most districts, the proportion of elective seats might be raised to two-thirds of the maximum strength and this policy is being given effect to. The district boards held in all 292 meetings or six more than in 1916-17. The average attendance at meetings varied in the case of official members from 32 per cent in Vizagapatam to 72·9 in Salem, and in that of non-officials from 48·5 per cent in Kurnool to 70·7 in Godavari. Taking both classes of members together, the percentage of attendance exceeded 50 in all districts except Kurnool and Vizagapatam. In September 1917 four non-official gentlemen were appointed as presidents of the district boards of South Arcot, Godavari, Trichinopoly and Vizagapatam.

Officials were appointed vice-presidents of the district boards where non-official presidents had been appointed to enable the latter to devote their energies and time to supervision and inspection and also to make official experience available for the control of routine and account work and for supplying knowledge of the working of other departments and ensuring co-operation with the latter.

In accordance with the assurance given by the Government at a meeting of the Legislative Council held on the 7th February 1917, the district boards of South Kanara, Bellary, Madura and Nellore were granted the privilege of electing their vice-presidents, but since the close of the year an official has been appointed vice-president of the first-named board in accordance with the policy mentioned above. Non-officials have been nominated vice-presidents in the case of twelve other district boards.

Taluk Boards.

There are 96 taluk boards with a sanctioned maximum strength of 1,734 members. On the 31st March 1918, these boards consisted of 1,669 members, of whom 1,610 were Indians and 59 Europeans, the corresponding figures for the previous year being 1,589 and 59. The taluk boards of Ellore, Chittoor and Cuddalore, as before, had presidents elected by themselves, and the privilege of electing its president was extended in the course of the year to the Nellore Taluk Board which previously had a nominated non-official president. The Vizagapatam Taluk Board also had this privilege but could not exercise it because the term of office of the nominated non-official president had not expired. In accordance with the general policy of the Government, non-officials were newly appointed to preside over the taluk boards of Chendragiri (Chittoor), Coimbatore (Coimbatore), Rajampet (Cuddapah), Coondapur and Puttur (South Kanara), Malappuram (Malabar) and Kavali (Nellore); in the case of the Karur Taluk Board, the non-official president, whose term expired in June 1917, was not re-appointed until after the close of the year; so that, towards the close of the year, nominated non-official presidents were in charge of 33 taluk boards. In all other cases, the office of president was held by the revenue divisional officer *ex-officio*.

All the taluk boards except Chittoor, Cuddalore, Ellore and Nellore continued to elect their own vice-presidents; in the excepted cases, the vice-presidents were appointed by Government in view of the fact that the presidents were elected.

All the taluk boards except those of Polavaram (Godavari) and Kollegal (Coimbatore) contain a proportion of members appointed by election, in most cases the proportion being one-half; at the close of the year, the Government decided to raise the elective strength of taluk boards to two-thirds. The power of appointment to vacancies not reserved for election continued to be exercised by the presidents of the district boards, whether official or non-official.

In pursuance of a recommendation made at a meeting of the Legislative Council held on the 24 November 1916, and accepted by the Government, the property qualification for voters for taluk board elections was made the same as that for candidates. The qualification itself was lowered and now consists in the possession of property of an annual rental value of Rs. 30.

Exclusive of 13 meetings adjourned for want of a quorum, the total number of meetings held by the taluk board was 1,229 against 1,240 in the previous year. The average attendance of officials ranged from 25 per cent in Guntur to 85·5 per cent in Saidapet and that of non-officials from 37·7 in Gooty to 86·1 in Bellary. The taluk boards of Nandyal and Atmakur failed to meet once a month as required by law.

Union Panchayats.

There are union panchayats in the more important villages in all districts except South Kanara and the Nilgiris, the total number at the close of the year being 464 or 53 more than in the previous year. The privilege of electing their chairmen was conferred during the year on 119 panchayats, of which 36 exercised this privilege and had elected chairmen at the close of the year. The system of electing members, which was in force in 27 unions in the previous year, was extended to 18 unions during the year and to 78 others since its close. The number of meetings held was 5,860 against 5,588 in the previous year. Seventy-five panchayats failed to hold the monthly meeting prescribed by section 129 of the Act.

As in previous years, the system of allotting to individual panchayatdars the supervision of particular wards was in force in most unions. The working of the panchayats was on the whole satisfactory.

FINANCIAL POSITION OF LOCAL BODIES.

Omitting debt heads and capital accounts, there was a balance of Rs. 1,85,84,502 in favour of local boards and union panchayats at the beginning of the year, and the total receipts, excluding contributions made by one district to another and receipts under capital accounts and debt heads, amounted to Rs. 2,01,69,769 which was Rs. 21,95,699 greater than in the previous year. The incomes of individual districts vary from under 2 lakhs of rupees in Koraput and the Nilgiris to 16 lakhs of rupees in Kistna and about 20 lakhs of rupees in Tanjore ; in the two last-named districts the resources of the boards include, besides large receipts from land cess, the earnings from railways already open which amounted in the year under review to more than 2 lakhs in Kistna, and to between 4 and 5 lakhs in Tanjore. Excluding an expenditure of Rs. 2,77,167 which, though debited to service heads, was met from loans which were credited to debt heads, and adding repayment of loans amounting to Rs. 10,93,754, the charges amounted to Rs. 1,78,62,806 as against Rs. 1,71,47,429 in 1916-17, and the year closed with a balance of Rs. 2,08,91,465, of which Rs. 17,60,334 stood to the credit of endowed and other institutions in charge of local boards, Rs. 3,93,133 to that of union funds and Rs. 1,25,19,948 to that of railway cess funds, while Rs. 33,02,741 represented unexpended balances of special grants. Excluding these items, the closing balance was Rs. 29,15,309 or 25 per cent of the receipts available for general purposes.

RECEIPTS.

Land and railway cesses.—The land cess, which forms the principal source of income of local boards, was levied at two annas in the rupee on the annual rent value of occupied lands in the Nilgiris, at rates varying from As. 2 to As. 1-3 in Malabar, at As. 1-6 in South Kanara and at one anna in all other districts. In addition to land cess, a special cess for the construction of railways was collected at the rate of three pies in the rupee in the districts of South Arcot, Coimbatore, Cuddapah, Ganjam, Godavari, Guntur, South Kanara, Kistna, Kurnool Madura, Nellore, Ramnad, Salem, Tinnevelly, Trichinopoly and Vizagapatam.

In Tanjore, on the other hand, one-fourth of the cess collections (at one anna in the rupee) had been set aside for this purpose since 1880, but, in view of the revenue derived from railways already constructed, this appropriation was discontinued and the whole of the cess collections is now credited to the general funds.

The total receipts from land-cess excluding the special railway cess amounted to Rs. 62,00,840 against Rs. 62,16,226 in 1916-17. The total realizations of railway cess were Rs. 11,34,755 against Rs. 10,57,987 in 1916-17.

The net earnings from the railway lines owned by the District Boards of Coimbatore, Guntur, Kistna, Salem and Tanjore amounted to Rs. 8,29,888 against Rs. 7,80,332 in the previous year.

House-tax.—The total demand increased from Rs. 9,48,181 to Rs. 10,08,783 and the collection from Rs. 9,14,997 to Rs. 9,60,884; thus the percentage of realization further declined from 97·0 in 1915-16 and 96·5 in 1916-17 to 95·3. The aggregate number of distress warrants issued slightly increased from 3,696 to 3,879; property was, however, sold only in 46 cases as against 53 in the previous year.

Educational receipts.—The income under this head consists mainly of school fees and Provincial grants. The total increased from Rs. 20,52,990 to Rs. 25,74,017, due chiefly to the enhancement of grant-in-aid from Rs. 16,47,814 to Rs. 21,26,880, but due also to the increase in the receipts from fees in secondary schools from Rs. 2,88,121 to Rs. 3,03,137 ; on the other hand, fees in elementary schools fell slightly from Rs. 99,680 to Rs. 99,663. Of the 75 secondary schools, 12 were self-supporting.

Medical relief, vaccination and sanitation.—The receipts under these heads amounted to Rs. 6,07,793 and consisted mainly of grants from Provincial funds for sanitary work. Fees were levied in 46 out of the 402 medical institutions.

Avenues.—Memoranda on the planting and the maintenance of trees were maintained in all districts except the Nilgiris where special action in this direction was considered unnecessary. Of the 27,818 miles of road in charge of local boards, 18,420 miles are shown as provided with avenues, the corresponding figures for the previous year being 28,139 and 18,883. In the Nilgiris and Koraput, many of the roads enjoy natural shade and according to the reports, trees have been planted or are in existence along more than 80 per cent of the road mileage in North Arcot, Coimbatore, Ganjam, Kurnool, Malabar, Ramnad and Trichinopoly; other districts are less well provided, the worst perhaps being Bellary. The total receipts from avenues amounted to Rs. 3,46,784 and Rs. 2,13,625 were expended on improvement and extension.

Taxation.—The average incidence of local fund taxation including tolls, works out at As. 4-5 per head of population according to the census of 1911 against As. 4-3 in the previous year; excluding tolls it was As. 3-6 against As. 3-5.

EXPENDITURE.

General establishments of local funds.—The cost of these establishments amounted to Rs. 5,99,245 as against Rs. 5,72,260 in the previous year. The increase was chiefly due to the revision of establishments in the offices of the several local boards.

Education—Total charges.—The aggregate expenditur e on education, including Rs. 16,38,865 spent out of contributions from Provincial funds, was Rs. 31,22,492 or Rs. 1,33,114 more than in 1916-17. The expenditure on elementary schools increased by Rs. 1,05,222 and that on secondary schools by Rs. 24,948.

Sessional schools.—The district boards maintained in all forty sessional schools in which village schoolmasters were trained and prepared for the standard examinations. The attendance at these schools was 1,121, or 367 less than in the 48 schools which worked in the previous year, and their working continued to be satisfactory on the whole, 930 pupils (or 93·7 per cent of the number presented) having passed the examination.

Colleges, Secondary and Elementary schools.—Four new secondary schools were opened, one elementary school was raised to the secondary grade and an elementary girl's school was taken over by the Malabar District Board and raised to the secondary grade; one was transfereed to the newly constituted municipality of Dharapuram in the Coimbatore district and the Sanskrit secondary school at Kallidaikurichchi in the Tinnevelly district was raised to the status of a college; so that the number of secondary schools maintained by local boards was 75. The attendance as recorded on the last day of the year rose from 16,267 to 17,042, the increase being spread over sixteen districts, while there was a decrease in six others. The number of elementary schools was 6,884 or 336 more than in 1916-17 and the total strength rose from 384,534 to 396,052. Of these schools, 1,371 with 64,735 pupils were reserved for children of backward or depressed classes. Taking the secondary and elementary schools together, the local boards maintained at the close of the year 6,959 schools attended by 413,094 pupils, the corresponding figures at the commencement of the year being 6,619 and 400,801. A few schools were reserved for girls; in the great majority of schools however, education was given to both sexes. The average net cost of educating each pupil was Rs. 7-9-9 against Rs. 6-3-0 in the previous year.

General results.—The net cost of education to the local boards was Rs 10,47,139 or 12·3 per cent of the total ordinary income available for general purposes, excluding debt heads, contributions and receipts from the railway cess. On the 31st March 1918, the aggregate numbers of boys and girls in all educational institutions in local fund areas in the Presidency were 1,092,308 and 266,227, respectively, as against 1,073,077 and 243,629 on the same date in the preceding year. Of these, less than one-third, or 330,545 boys and 82,549 girls, belonged to schools maintained from local funds, the attendance at which showed some improvement in the case of both boys and girls. The number of teachers in board schools was 13,226, of whom 168 were unqualified. Buildings for 91 schools were completed during the year and those for 72 others were in progress; while in ten cases the existing buildings were improved; and the expenditure on buildings amounted Rs. 1;57,225.

Hospitals and dispensaries.—The number of hospitals and dispensaries in charge of local boards, including those maintained exclusively for the treatment of women and children, was 402.

Itinerating dispensaries for the treatment especially of malaria were working throughout the year in Ganjam and Godavari and for shorter periods in Bellary, Kurnool, Malabar, Nellore and Vizagapatam. While they were instrumental in bringing medical relief within the reach of many who would otherwise have been without medical aid, they must be regarded as still in the experimental stage.

The number of patients treated in local fund institutions declined from 4,545,402 to 4,472,212 in the previous year. The decrease is spread over seventeen districts and is specially noticeable in Salem where it was due, in large measure, to the closure of institutions for lack of staff, which here as elsewhere was depleted by the exigencies of the war. The expenditure, on the other hand, incurred, on medical relief (Rs. 9,56,799) was Rs. 29,187 more than in 1916-17, partly owing to a revision of the pay of medical subordinates and partly to an increase in the cost of medicines and surgical instruments; and the average cost of treating each patient rose from As. 3-3 to As. 3-5.

The hospitals provided 1,391 beds and treatment for 19,790 in-patients. The greater part of the rural areas is served only by dispensaries. In pursuance of the suggestion of the Surgeon-General that, where possible, a small emergency ward should form an adjunct to every dispensary, nineteen local fund dispensaries have been provided with casualty wards and in thirteen others such wards were under construction.

Four hospitals and three dispensaries were maintained as separate institutions for the exclusive benefit of women and children and the hospital at Tuni which was opened as an adjunct to the main institution in the previous year was removed to a separate building; one dispensary for women and children was attached to the main hospital at Tanjore; a similar dispensary at Chittoor was transferred to the Municipal Council at the place. The number of beds provided in these hospitals was 73, and 1,134 in-patients were treated; and the total attendance at the institutions numbered 125,883.

None of the district boards took any steps for the medical training of women; three boards sent compounders and eighteen sent midwives for training either locally or in Madras; in six districts only were the local boards successful in inducing indigenous dhais to undergo instruction in cleanly and sanitary methods.

Sanitation.—The expenditure classified under the head of 'Sanitation' aggregated to Rs. 10,94,850 or Rs. 1,62,364 less than in 1916-17; and 58·6 per cent of the sanctioned allotment was utilized. The money was spent chiefly on establishments and petty sanitary works such as the improvement of water-supply and village-sites and the provision and repair of latrines and dust-bins. New works included 13 tanks and 1,039 wells, and 1,570 sources of water-supply were repaired or otherwise improved; prickly-pear and rank vegetation were removed from 166 villages and other improvements were effected in 222 villages. Out of 44,056 minor towns and villages in the Presidency, 449 unions and 190 other villages were provided with conservancy establishments and 287 towns or villages were conserved on the occasion of fairs or festivals.

The private scavenging system was in operation in 217 towns at the end of the year and is stated to have worked with fair success in the majority of the towns served.

Public works—(i) *General.*—The aggregate outlay on public works which had declined from Rs. 95,60,952 in 1915-16 to Rs. 77,19,753 in the year preceding that under report, rose to Rs. 79,48,966 in 1917-18.

(ii) *Communications.*—The expenditure on communications amounted to Rs. 63,54,858 or Rs. 5,07,830 more than in the previous year, the difference being due to a large increase in the expenditure on repairs. Of the total, Rs. 64,286 were spent through the agency of the Public Works Department which undertook the construction and repair of a few roads and bridges and the balance by the local fund engineering establishment and the Revenue Department.

The total outlay incurred on new roads was Rs. 2,71.773 and 146 miles of new road were completed and opened for traffic, including 99 miles of village roads. On repairs all local boards spent altogether Rs. 37,35,379, the average expenditure per mile being Rs. 106 in the case of village roads, Rs. 209 in the case of taluk board roads and Rs. 354 in the case of district board roads, but there are very large variations from district to district according to the nature of the country and the financial circumstances of the local body concerned. The total amount spent on village roads amounted to Rs. 5.29.748 against Rs. 5,31,872 in the previous year.

In no less than eighteen districts, the expenditure on communications from local funds was below the prescribed minimum, *viz.*, half the land cess plus the net receipt from tolls, and in the Nilgiris it was even less than half that minimum. South Kanara and Kistna were the only districts in which the minimum was exceeded to any appreciable extent.

(iii) *Buildings.*—The expenditure incurred on buildings, chiefly school-houses, hospitals, dispensaries and choultries further fell from Rs. 8,60,960 to Rs. 7,39,542. Buildings for 35 hospitals and dispensaries and 91 schools were completed and improvements were effected in four medical and ten educational institutions, while buildings for 36 other medical institutions and 72 schools, and improvements to five hospitals and dispensaries were in progress. The requisite funds were in most cases provided from Provincial grants.

(*iv*) *Miscellaneous public improvements.*—The outlay debited to this head was Rs. 8,54,566 against Rs. 10,'1,765 in the preceding year. The money was spent chiefly on the planting and maintenance of avenues, the construction and repair of markets, drinking-water tanks, wells and drains, and the improvement of village sites. Steps were taken towards the relief of congestion in villages in North Arcot, Bellary, Chingleput, Coimbatore, Guntur, Kistna and Malabar.

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MISCELLANEOUS.

Administration of the Gwalior State during 1916-17.

REVIEW ON THE DEPARTMENTAL REPORTS BY HIS HIGHNESS THE MAHARAJA SCINDIA.

Having dealt with all the departmental reports, I think I might usefully indicate, for the guidance of my officers, certain general principles, which will be found efficacious in the conduct of public business and therefore, in ensuring the well-being and happiness of the people.

It is a postulate of administration that the popularity of every Government depends upon the executive officers who carry into effect the measures for public weal initated by the Government. The bringing into operation of such measures is a task of great difficulty and requires the use of all those necessary and rare moral qualities which are implied in the simple phrase administrative ability. This phrase when analysed in reference to practical administration appears to comprise tact, patience and forethought, a cool temper, the command of dignified language and withal, candid dealing, courageous frankness, honesty of purpose and a straightforward manner. All these are essential virtues, however they may appear to overlap and the want of one or the other of these qualities, occasions the different aspects of the bane of good Government-impulsiveness, double-dealing, the policy of divide and rule and even hastiness of manner and judgment. These lead to discouragement and discontent of the people and the unpopularity of the Government.

Anyhow, apart from the exercise of the essential virtues enumerated, one sure way to win the respect of the people and to gain popularity for the Government is to take them into confidence, invite their help and co-operation and encourage them to suggest ways and means for effecting their own happiness and prosperity which is the same thing as carrying out the real wish and object of every righteous and responsible Government. Now what are matters in which public co-operation, *i.e.*, non-official advice may be invited by the officers of a State? The following are some examples :—

(1) Establishment of granaries.
(2) Stocking of grass.
(3) Digging of silo pits.
(4) Dissemination of education amongst both sexes.
(5) Suppression of serious crime, like dacoity, murder, harbouring of bad characters.

(6) Formation of Panchayet Boards.
(7) Extension of cultivation.
(8) Development of the mineral and economic resources by the creation of Silk, Shellac, Sugar, Oil, Drywood distillation and other industries.
(9) Formation of Village-Defence Committees.
(10) Arrangements to be made to send with grazing cattle sturdy men and not boys who cannot prevent cattle-lifting.
(11) Elimination of Kans.
(12) Extended use of agricultural machinery.
(13) Erection of proper godowns for the protection of harvested crops.
(14) Prompt payment of revenue and other dues such as, advances by Agricultural Banks, Co-operative Societies, Granaries, etc.
(15) Improvement of Village Sanitation with its adjunct, the suppression of epidemics.
(16) Popularisation of vaccination.
(17) Prevention of civil dissension, as evidenced by disturbances of the public peace on the occasion of religious festivals.
(18) Encouragement of Irrigation.
(19) Propagation of the ideas focussed in the "Zamindar Hitkari."
(20) Opening up of communications by means of roads and railways.
(21) Improvement of Towns and Kusbas.

When the Durbar call upon their officers to carry out their orders with a will and with discrimination, they ask them to do no more than to apply themselves to the amelioration of the peoples' condition. However, to come to my point, I feel sure that these various activities can be best pursued by the association of non-official opinion with the Government Executive machinery. Only the people selected for advice and co-operation must be honest, zealous, influential gentlemen and connected one way or other with the different measures and their objects. Considering the stage of our people's education, it goes without saying that the utility of most of these measures must be brought home before any co-operation can be expected from our conservative people. It is when the objects of Government measure have to be explained that the exercise of the various qualities above enumerated becomes most necessary. The good to be expected from the various measures must be patiently explained, if necessary and where possible, demonstrated. In all these dealings with the people there must be an avoidance of superciliousness on the part of the officers and the men with whom either counsel is taken or those who are being prevailed upon should be treated with sweet reasonableness as human beings and as gentlemen, even though their intelligence does not happen to be cultivated and the social polish of the upper strata is wanting in their cases. Coupled with such an inviting manner there must be, on the part of these officers, an earnest desire to elicit suggestions and obtain advice. Granted these two conditions, there is no reason why there should not be perfect unity of aim and harmony of relation between the officials and the public and no reason why the task of administration should not go on smoothly and cheerfully. What is really important is to carry conviction to the peoples' minds that the Government's measures are in their own interests and also to induce the belief that good suggestions would be readily adopted.

I have remarked that in the selection of men with whom to take counsel, the choice should fall upon the men of a particular stamp. In defining the type I have not intended that the "crafty fellow" should be necessarily excluded The cunning, the ingenious and even the rascally type are sometimes useful and subserve a purpose. Their admission into public business, at any rate, disarms mischievous and dishonest criticism, malicious slander and deliberate misrepresentation. But more than that, experience has shown that public responsibility has the effect of sobering such people down and in not a few known cases, the firebrand and the irresponsible free-lance on being treated with confidence and entrusted with defined duties has ended by being a useful citizen.

I make a point of this for the further reason that the usual thing is when popular co-operation is invited, to get together only such people as are ready to say "ditto to Mr. Burke". The "Jo hukam" type is not an honest thinker. He has his weather-eye open and he is ready to fall in with any and every suggestion because he is clever enough to realise that by keeping on the right side of the Government Officer, he stands to gain in the long run. He aims not at active support of a beneficial public measure but at securing his own ends and at rising in the public estimation by being a favourite with the powers that be. Such sycophants and time-servers are really just the people of whom officers should beware. They give officers a false sense of security, by fostering their unfounded notion of their own popularity. They do not care if their dishonest lip support brings discredit or disgrace to an officer and an officer who allows himself to be tricked by the sneaky cajolery of such mealy-mouthed fawning satellities may make up his mind that he is riding for a fall. Such disingenuous flatterers are a definite type, professional hangers-on they are, parasites of the official organism its mildew, blight, its most destructive pest. They are generally men with no stake in the country, regular rolling stones, here to-day and gone to-morrow, the first to desert the fallen officer.

It is rather necessary to dilate upon this unpleasant theme because even officers otherwise clever and capable have been known sometimes to succumb to the wiles of this class and fall an easy victim to their nefarious designs. Therefore a sound rule should be, when seeking counsel to have little or nothing to do with those who have shown a disposition to be favourites. The safer type is the disinterested man, who is not afraid to be candid and who has the strength of conviction. Only when dealing with people of all shades of opinion and degrees of intelligence, the officers must take all possible care to explain the object in view clearly and intelligibly. Having done this, they must invite suggestions and encourage discussion. When it comes to considering the one or meeting the other, not only should facts be weighed and arguments analysed but the principle should also be to accord recognition to the opinion of those who give proof of speaking from knowledge and a genuine desire to help.

Also it must not be forgotten that the Durbar or rather the Members of Government, both un-official and official are not winged-angels. They are but human and quite as prone to mistake and likely to form wrong judgment as anybody else. It is therefore expected both of the public and junior officers that they will put the Durbar on the right path in all such cases in which they have gone off the track. Any suggestion aiming at public good will be welcomed. What is wanted is the discovery of the safest and yet if possible the nearest and the easiest road to the goal which is the happiness and the prosperity of the people. It is expected that the Durbar's officers will read and inwardly digest these views of mine and so conduct their business and discharge their duties as to make themselves beloved of the people and the Government they serve, an object of worship.

What is heartily desired, however, is that the Zilla Officers and the non-official advisers associated with them should also indicate measures along the lines indicated. It would delight the Durbar to find that these officers and the leaders of the people were applying themselves, in their own places, to working out on original lines such problems of public utility as the extension of scientific agriculture, the development of economic resources, the creation of necessary manufactories, etc. In preparing any scheme it is highly desirable to bear in mind the following points:—

1. Financial aspects.
2. Far-reaching effects.
3. The best way how to finance the scheme.

The Durbar are trying to do their duty and will continue to do their best for the people, but they desire to see that the Zilla Officers also help the people and the latter help themselves. In these days of division of labour, conservation of energy, original research and the application of the principle of initiative to all branches of public duty, it will be fatal if our people depend upon the Durbar alone to take the lead in every matter. The Durbar expect and want the junior officers and leading public citizens to initiate measures for the good of the body politic, to look upon the State as their own, to idealise it and to do all they possibly can with their means and lights for the glory of that cause and for the material prosperity as well as the moral improvement of the three million people which unitedly constitute it and upon whom Providence has called the Durbar and under their direction their officers to rule.

Machinery of Government.

REPORT OF THE COMMITTEE OF THE MINISTRY OF RE-CONSTRUCTION.

The Report of the Machinery of Government Committee of the Ministry of Re-construction has been issued as a Parliamentary Paper (Cd. 9230).

The Committee, which consisted of Lord Haldane (chairman), Mr. E. S. Montague, Sir Robert Morant, Sir George Murray, Sir Alan Sykes, Mr. J. H. Thomas, and Mrs. Sidney Webb, was appointed in July 1917, "to inquire into the responsibilities of the various Departments of the Central Executive Government, and to advise in what manner the exercise and distribution by the Government of its functions should be improved."

Before dealing with departmental organization, the Report refers to the functions and procedure of the Cabinet. While it is agreed that its constitution and methods of procedure must depend on the circumstances of the time, the personality of the Prime Minister, and on the capacities of his principal colleagues, the main functions of the Cabinet may, it is thought, be described as:—

(*a*) The final determination of the policy to be submitted to Parliament:

(*b*) The supreme control of the national executive in accordance with the policy prescribed by Parliament: and

(*c*) The continuous co-ordination and delimitation of the activities of the several departments of State.

For the due performance of these functions, the following conditions are considered to be desirable:—

(i) The cabinet should be small in number—preferably 10, or at most 12:

(ii) It should meet frequently:

(iii) It should be supplied in the most convenient form with all the information and material necessary to enable it to arrive at expeditious decisions:

(iv) It should make a point of consulting personally all the Ministers whose work is likely to be affected by its decisions: and

(v) It should have a systematic method of securing that its decisions are effectually carried out by the several departments concerned.

It is pointed out that during the war an entirely new type of Cabinet was evolved with new methods of procedure, and the opinion is expressed that probably the constitution and procedure of the War Cabinet will not be found entirely suitable to peace conditions. A re-arrangement of the supreme direction of the executive organization as it formerly existed has, however, been rendered necessary, not merely by the war itself, but by the prospect after the war. Such a rearrangement has been attempted, and the question whether it has yet assumed an adequate form, or works as efficiently as it might, is quite a different question from whether it is possible to return to the old order of things. The latter question, the Committee feel, must be answered in the negative. The Report continues:—

Whether the new type of Cabinet should consist of Ministers in charge of the principal Departments of State, or of Ministers "without portfolio" able to concentrate their whole attention upon the problems submitted for consideration, or of Ministers of both kinds, are questions which we do not propose to discuss here. But we think that there is one feature in the procedure of the War Cabinet which may well assume a permanent form namely, the appointment of a Secretary to the Cabinet charged with the duty of collecting and putting into shape its agenda, of providing the information and material necessary for its deliberations, and drawing up records of the results for communication to the Departments concerned.

With regard to the formulation of policy, the Committee have come to the conclusion that in the sphere of civil Government the duty of investigation and thought, as preliminary to action, might with great advantage be more definitely recognized. It appears to them that adequate provision has not been made in the past for the organized acquisition of facts and information, and for the systematic application of thought, as preliminary to the settlement of policy and its subsequent administration. The principle ought by no means to be limited in its application to military and naval affairs. It will not be possible to apply these methods as fully in the sphere of civil Government, but they urge strongly—

(*a*) That in all departments better provision should be made for inquiry, research and reflection before policy is defined and put into operation.

(*b*) That for some purpose, the necessary research and inquiry should be carried out or supervised by a department of Government specially charged with these duties but working in the closest collaboration with the administrative departments concerned with its activities.

(*c*) That special attention should be paid to the methods of recruiting the personnel to be employed upon such work: and

(*d*) That in all departments the higher officials in charge of administration should have more time to devote to this portion of their duties.

Attention is drawn to the importance of the work achieved by the organization set up during the war under the Privy Council to encourage the application of science to industry, and the extension is foreshadowed of this form of organization to cover other fields of research, notably that of medicine, in which a fine record of achievement already stands to the credit of the Medical Research Committee.

Distribution of Business.

In regard to this they say:—

There appear to be only two alternatives, which may be briefly described as distribution according to the persons or classes to be dealt with and distribution according to the services to be performed. Under the former method each Minister will preside over a department, would be responsible to Parliament for those activities of the Government which affect the sectional interests of particular classes of persons, and there might be, for example, a Ministry for insured persons, or a Ministry for the unemployed. Now the inevitable outcome of this method of organization is a tendency of Lilliputian administration. It is impossible that the specialized service which each department has to render to the community can be of as high a standard when its work is at the same time limited to a particular class of persons, and extended to every variety of provision for them, as when the department concentrates itself on the provision of one particular service only, by whomsoever required, and looks beyond the interests of comparatively small classes

The other method, and the one which we recommend for adoption, is that of defining the field of activity in the case of each department according to the particular service which it renders to the community as a whole. Thus a Ministry of Education would be concerned predominantly with the provision of education wherever, and by whomsoever, needed. This method cannot, of course, be applied with absolute rigidity. But, notwithstanding necessary qualifications, we think that much would be gained if the distribution of departmental duties were guided by a general principle, and we have come to the conclusion that distribution according to the nature of the service to be rendered to the community as a whole is the principle which is likely to lead to the minimum amount of confusion and overlapping.

The Committee point out that in the case of services which are national in the full sense (Navy, Army, Air Force, Post Office, and in future, perhaps railways and other systems of transport), the efficiency of the service and the organisation of the personnel employed in it can only be secured by putting the responsibility both for the service and the persons in the hands of the same Minister as the head of the separate Department to which the enterprise as a whole is entrusted. The Report also lays stress on the fact that final and watertight divisions of business between Departments cannot be made under the complex conditions of modern government. The principle of assigning business to Departments according to the nature of the service which they exist to render must therefore be reinforced, and if necessary qualified by increased co-operation between Departments and greater readiness to recognise that the structure of Government is a living organism and must be expectep to develop new needs as it grows and progresses.

Departmental Co-ordination.

In dealing with the vexed question of departmental competition for given pieces of work, the Committee illustrate their point of view by noting that "work which is of primary interest to one Department may well be within the province of that Department, even when some portion of it is also undertaken as a secondary interest by Departments devoted to other ends. If, as we suggest, there should be one Ministry of Education, of Health, and of Finance, in which functions relating primarily to those ends should in each case be concentrated, there must at the same time be within other Ministries, special branches devoted to educationale, hygienic, or financial work, as secondary interests of the Ministries within which they lie. Yet neither the Ministries of the primary interests nor the branches dealing with the secondary interests can operate with full effect unless they are in close and constant touch with each other. Sometimes this communication will need to be so close that there will have to be standing joint bodies of the Departments concerned. Sometimes regular or informal communication on specific questions will suffice. But contact of some kind is vital if the service in question is not to languish in Departments in which it is secondary, and if the Department in which it is primary is to exercise its full potentiality for making whatever contribution lies in its power to the general maintenance of the highest possible standard in all branches of the work upon which its main forces are concentrated.

In the third place, the Committee recommend that, in "the organization of individual Departments, special importance should be attached to securing proper consideration of proposals for expenditure, unimpaired Ministerial responsibility, co-operation with advisory bodies in matters which bring Departments into contact with the public, and the extended employment of qualified women." In the last point, Sir George Murray dissents from his colleagues pointing out that the whole question of the employment of women in the service of the Government is now being investigated by other official bodies, and recording his view that any definite conclusions on the subject must meanwhile be premature.

Fourthly, the Committee, in concluding the first part of their Report, emphasize the danger that a more efficient public service may expose the State to the evils of bureaucracy, unless the reality of Parliamentary control is so enforced as to keep pace with any improvement in departmental methods. They allude in this connexion to the importance of the recommendations of the recent Select Committee on National Expenditure, which aim at restoring and strengthening Parliamentary control over the country's finances and to an interesting suggestion that Parliament should maintain a continuous and informed survey of the activities of Departments by means of a series of Committees of members, each watching a particular branch of affairs.

Divisions of Government Business.

If the principle that the business of the various departments should be distributed as far as possible according to the class of service with which they are concerned be accepted, the Committee consider that the business of Government would fall into one or other of the following main divisions:—

I.—Finance.
II and III.—National Defence and External affairs.
IV.—Research and Information.
V.—Production (including Agriculture, Forestry, and Fisheries), Transport and Commerce.
VI.—Employment.
VII.—Supplies.
VIII.—Education.
IX.—Health.
X.—Justice.

The Committee have considered whether the functions falling to the Board of Trade, the Board of Agriculture and Fisheries, and, to a less extent, to several other departments can be best supervised by a single Ministry or by several Ministries all devoted in principle to the same end of increasing the productive capacity of private enterprise, and therefore associated with each other, whenever requisite, by some machinery of joint committees, though severally specializing in a distinct sphere. In the latter alternative separate Ministries might be responsible to Parliament for (a) commerce and industry; (b) agriculture and forestry; (c) fisheries; and possibly for other Government activities initiated by Parliament in relation to the matters mentioned.

Special interest attaches to chapters of the second part of the Report on Finance, Research, and Justice. In considering finance, the Committee recognize that the Treasury must remain the premier Department of State, and that responsibility for raising revenue cannot without peril be separated from control over expenditure. If the Chancellor of the Exchequer "is to be held responsible for filling the reservoir and maintaining a certain depth of water in it, he must also be in a position to regulate the outflow." But the Committee have substantial changes of spirit even more than of substance to recommend as regards the Treasury. They say:—

> The information at our disposal suggested that if a new situation in this respect is to be brought about, the obligation on spending departments to formulate a full and reasoned statement of their proposals must be recognized as placing on the Treasury a corresponding obligation not to assume a negative attitude in the first instance towards suggestions for improving the quality of a service of the efficiency of the staff which administers it.

Research and Information.

The influence of business men and methods on Departmental views and practice may perhaps be traced in the further recommendation that "in the Treasury there should be a separate branch specializing in 'establishment' work, and studying all questions of staff recruitment, classification, etc., and routine business generally." The description of the varied activities of Departments in conducting special inquiries and prosecuting research contained in the chapter on Research and information furnishes sample proof both of the importance of these questions and the haphazard way in which they have for the most part been handled until now. The Committee definitely recommend the extension of the Privy Council organization to other fields of research. They also set out in some detail the kind of way in which they think that authorities solely devoted to research should share with administrative Departments the search for a solution of particular problems.

Public servants.

PERSONAL RESPONSIBILITY OF OFFICERS FOR SCANDALOUS BEHAVIOUR AND UNLAWFUL PRACTICES ON THE PART OF MEMBERS OF THEIR HOUSEHOLDS.

[Burma.]

In two cases which have been submitted recently to the Lieutenant-Governor for orders, allegations were made that the relations and servants of certain Township Officers demanded money from cultivators in connection with the issue of agricultural advances. In each case the allegations were supported by a considerable amount of trustworthy evidence, and His Honour saw no reason to doubt that the payments were made by the applicants for the loans mainly through fear that if they did not pay their petitions would be rejected. Practically no secrecy was observed, and it was made known to the villagers that those who wanted advances would have to pay 10 per cent, for them. The demand was made in each case either personally, or through intermediaries, by members of the household of the Township Officer, and from the circumstances disclosed by the evidence, Sir Reginald Craddock found it impossible to believe that a Township Officer could be unaware that such events were taking place at his headquarters or that such rumours were current throughout his township. Ignorance of this description cannot be pleaded as an excuse. Indeed in the two cases considered, such ignorance would have implied a degree of incompetency, both in that control of the members of their households to prevent interference with public business which is essential for every Government officer to exercise, and in that knowledge of the occurrences within their jurisdiction which is equally essential, that would justify the removal of an officer making the plea. The Lieutenant-Governor desires that each member of the Subordinate Civil Service should clearly understand that in future he will be held personally responsible if members of his househould are allowed to behave in a scandalous manner, or to indulge in practices that will bring the integrity of the administration into disrepute.

PUBLIC WORKS.

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Irrigation Branch.

◆

REVIEW ON THE ADMINISTRATION REPORT FOR 1917-18.

[**Madras.**]

Season and cropped area.—The rainfall of both monsoons was above the average and the net cropped area in the Presidency during 1917-18 under all the chief food-grain and industrial crops was 38,821,384 acres, or 231,088 acres less than in 1916-17. The area irrigated by Government irrigation works alone amounted to 7,358,829 acres or 18·9 per cent of the total area cropped. This was 79,210 acres more than in the preceding year, the increase being due to the favourable character of the season.

The principal statistics of the year compare as shown below with those for 1916-17 :—

Class of works	Outlay		Area irrigated	
	1917-18	1916-17	1917-18	1916-17
1	2	3	4	5
	Rs.	Rs.	Acs.	Acs.
CLASS I.—Major productive and protective works.	38,23,243	35,29,830	3.633,697	3,575,911
CLASS II.—Minor works and Navigation for which Capital and Revenue accounts are kept.	5,54,701	5,40,030	370,496	356,661
CLASS III.—Minor works for which neither Capital nor Revenue accounts are kept.	28.51,552	24,35,469	3,354,636	3,347,047
CLASS IV.—Agricultural works ...	6,69,695	6,55,973	...	...
Total ..	78,99,191	71,61,302	7,358,829	7,279,619

Class of works	Gross revenue		Net revenue after deducting working expenses	
	1917-18	1916-17	1917-18	1916-17
	6	7	8	9
	Rs.	Rs.	Rs.	Rs.
CLASS I.—Major productive and protective works.	1,63,27,100	1,56,62,807	88,14,003	84,32,543
CLASS II.—Minor works and Navigation for which Capital and Revenue accounts are kept.	15.17,368	14.14.605	4.87,452	4.38,150
CLASS III.—Minor works for which neither Capital nor Revenue accounts are kept.	95,76,747	91,57,003	61.60,648	61.59,049
CLASS IV.—Agricultural works ...	1,05,148	93.488		
Total ...	2,75,26,363	2,63,27,903	1,54,62,103	1,50.29,742

The figures of outlay include indirect charges. If direct charges alone be taken, the expenditure during the year amounted to Rs. 71·15 lakhs, against the budget allotment of Rs. 76·00 lakhs and a final grant of Rs. 72·63 lakhs. The expenditure from contributions not included in the above figures amounted to Rs 72,505.

Tank Restoration Scheme works.—The expenditure incurred during the year was Rs. 4,17,829, against Rs. 4,06,762 in 1916-17 and Rs. 5,09,931 in 1915-16. To accelerate the progress of works under this head, the Tank Restoration Scheme Division, I Circle, which was abolished in 1915-16, was revived at the close of the year.

Drainage Projects.

RESOLUTION REGARDING AMENDMENT OF THE LAW FOR FACILITATING THE EXECUTION OF SMALL WORKS OF IRRIGATION AND DRAINAGE.

[Bengal.]

In the Bengal Presidency, especially the Burdwan and Presidency Divisions, it is well known that there is a considerable demand for the execution of drainage projects, for sanitary as well as agricultural purposes. The legal mechanism for such projects is contained in various Acts:—the Bengal Tenancy Act, the Land Improvement Loans Act, the Embankment Act, the Drainage Act, and the Sanitary Drainage Act; but it cannot be said that any of these Acts provides machinery, which is both simple and effective. The application of the Embankment Act is limited; the procedure of the Drainage Act is too cumbrous; and the Sanitary Drainage Act, as its name implies, cannot be utilized for purely agricultural projects, in which questions of public health are not raised. Even if the Sanitary Drainage Act were applicable, its provisions as regards initiation are unsatisfactory, and as regards recovery of costs its arrangements are too rigid.

With the object of eliciting public opinion in the matter, the Bengal Government consulted their officers and several public bodies in May 1918, and the replies which have been received reveal a consensus of opinion that there is need for alteration of the law. Opinions are divided as to whether such legislation should take the form of an amendment of the existing Sanitary Drainage Act, or whether an entirely new Act should be devised. The Governor in Conncil is provisionally of the latter opinion; and, further, believes that it would be advantageous that the whole law on the subject should be consolidated; that only essentials should form part of an Act, while details of procedure should be left to rules. He desires, therefore, that the whole subject should be examined by an expert committee. The main points which should obviously be covered are the following:—initiation; preparation of a preliminary scheme; final publication; execution of scheme; apportionment and recovery of cost; control and maintenance.

The Committee will be requested to consider the material that has already been collected, and to advise Government on the legislation which is desirable to promote all types of drainage projects; and, if they consider that a new Act should be passed, to submit a preliminary draft of the same together with proposed rules under the Act.

Training of Mechanical Engineers.

APPOINTMENT OF A COMMITTEE.

[Bengal.]

The question of improving the present method of training mechanical Engineers in Bengal has for some time been under the consideration of the Governing Body of the Civil Engineering College, Sibpur, which in 1917 appointed a sub-committee to consider the whole question. The sub-committee submitted a report in which it was pointed out that at present there are two different systems of training. Under one, a youth enters Sibpur college at the age of 16 or 17 and studies there for four years after which he undergoes a year's practical training in the college workshops. Under the other system a youth at the age of 15 or 18 becomes apprenticed for five years to a railway or other workshop, during which period he obtains a somewhat meagre amount of theoretical instruction in part-time classes. "The one system", they remark, "turns out a college product with little practical experience, while the second turns out a practical man with insufficient theoretical education." The sub-committee proposed that the advantages of the two systems should be combined by selecting the best boys from the workshops after four years' training and sending them to Sibpur for a two years' course. The sub-committee's proposal briefly was to co-ordinate the work of the Sibpur College with the schemes for the training of apprentices now to be found in connection with railway and other workshops. It was suggested that a definite educational standard should be laid down as a condition of admission to apprenticeship, that an admission examination, should be held twice yearly by the Principal of the Sibpur College, and in order that the education of the apprentices might be maintained during apprenticeship, that the technical institutes attached to railway workshops should be utilised and developed. Other questions which received consideration were the revision of the college courses, the reorganisation of the teaching staff, the provision of hostels for apprentices in railway workshops, the establishment of mechanical institutes and the grant of stipends to apprentices in recognised workshops.

As the scheme of the sub-committee depended upon the co-operation of the railway companies, the Governor in Council consulted the agents of the East Indian, Bengal-Nagpur and Eastern Bengal Railways on the proposals contained in the report. The replies received shows that the agents are divided in their views as to the merits of the scheme, and at present the Eastern Bengal Railway alone is prepared to co-operate in it.

The Committee will consider and advise Government as to the arrangements that should be made to afford selected mechanical apprentices in the Eastern Bengal Railway workshops an opportunity of taking advantage of the courses at Sibpur College in order to obtain a higher specialised training in subjects bearing on their work, the arrangements being based on the general lines of the recommendations contained in the report of the sub-committee. The scheme recommended should, if possible, be such that it may be directly applicable also to other workshops, the authorities of which may desire to participate in it, and it should have regard to the requirements of Indian as well as European apprentices.

REVENUE SURVEY.

Survey and Settlement operations.

GOVERNMENT REVIEW FOR THE YEAR ENDING 30-9-18.

[Bihar and Orissa.]

The programme of the year for the original operations in the Palamau district consisted of the attestation and draft publication of 969 square miles, disposal of objections under sections 83 (1) and 111 (6) of the Chota Nagpur Tenancy Act, settlement recess work of the attested area, final publication of the records of 1,142 square miles attested in 1916-17, and recovery of costs in 1,419 square miles. *Attestation work was again difficult: the prevalence of illegal enhancements, failure to grant rent receipts, frequent dispossessions, and disputes between petty co-sharer landlords delayed the disposal of work, and this part of the programme was not entirely completed. To ease the situation, the Lieutenant-Governor in Council directed the compulsory settlement of fair rents in areas where illegal enhancements of rents had been disallowed on a large scale; and it is with very real concern that he now learns that systematic attempts have already been made to circumvent the settlement record. For example, numerous documents have recently been registered in which tenants purport to bind themselves to pay higher rents than those which have been recorded by the Settlement Department. Any attempt to collect rents on the basis of such documents is punishable under section 63 of the Chota Nagpur Tenancy Act, but the greatest vigilance on the part of local officers will be necesssary for many years after the settlement proceedings are concluded to ensure that the tenancy law shall be observed, and the settlement record respected throughout the district.* The Settlemet Officer has made a thorough examination of the *kamiauti* system, which occupies a regrettable prominence in the social economics of Palamau. This matter is already receiving the attention of Government, but it is one of great difficulty and hasty measures might do more harm than good; it is however essential that an effective remedy should be found.

Survey Committee's Report.

GOVERNMENT ORDER ON THEIR RECOMMENDATIONS.

[Madras.]

The subject of the development in this Presidency of a record of rights has long been under consideration without any appreciable progress having hitherto been accomplished. The reasons for the difficulties in the way of practical action have largely arisen from the fact that the subject has been looked at entirely from the point of view of the Revenue Department and of the accounts maintained by that department. The Government of India appear to have adopted the policy that the registry of land for the purposes of land revenue ought to be so much improved that it would become unnecessary to maintain a separate Registration department or at any rate that it would render registration of assurances an optional function. The late Inspector-General of Registration, M. R. Ry. Diwan Bahadur R. V. Srinivaṣa Ayyar, in his note recorded in G. O. No. 3290, Revenue, dated 1st December 1909, adduced weighty reasons for his conclusion that a system of record of rights which exists in other provinces and which was originally drawn from the Punjab is unsuited to this Presidency. The Government do not consider that any arguments have been brought forward which shake his conclusions.

The revenue registers maintained in this Presidency in accordance with the Manuals of Village and Taluk Accounts have been evolved for the single purpose of the collection of the land revenue. As the Board of Revenue and many of the officers consulted have pointed out, these registers answer that purpose, and no practical difficulty is felt in collecting in ordinary years 98 per cent of the current demand. So far, therefore, as the land revenue administration is concerned, it is unnecessary to undertake the immense task of creating a record of rights. Moreover the agency to which the maintenance of the land revenue registers is entrusted is the village karnam—an officer on a low salary, of limited education, and already burdened with innumerable other duties. It is impossible to impose on the karnam, whose duties require him to be constantly in the fields, the additional task of maintaining a record of rights. The Government agree with the Board of Revenue that the proposals of the Survey Committee on the subject of the preparation of a record of rights are too complicated for practical working.

The question however arises whether, granting that the Survey Committee's proposals are impracticable, it is not possible to develop a system of registry of titles or a record of rights on other lines. This registry is not essential for the purpose of the land revenue which, as already stated, is collected without difficulty. Nor is the reduction of litigation the main end in view, although no doubt any simplification of the system of registry of title would necessarily tend to reduce litigation. It is clear however that, for the convenience of the whole population, the great bulk of whom are interested in land, it would be a substantial advantage if the transfer of lands could be simplified and cheapened and if a system of registration of title could be developed under which it would not be more difficult to buy or sell a piece of land than it is to buy or sell a block of shares. The Government consider that this object can be carried out through the agency of the Registration department.

The Registration department has already begun to supply the means by which persons who wish to sell or purchase land can do so with reasonable security by means of its indexes, and especially by means of its subsidiary index, referred to in rule 125 of the Rules under the Registration Act of 1908, which gives references to all the documents registered regarding any particular field, whether a survey number or a sub-division thereof. It is easy from the references there given to trace the documents affecting a particular survey number and, by turning over the documents, to obtain a clear notion of the holder of the land and of all the encumbrances relating to it. These indexes will serve as a nucleus of registry of title and a half-way house towards a record of rights. Most of the officers of the Registration department are graduates, and the Government believe that they would readily take up the question of registration of titles. By a gradual increase in their number and by starting a fieldwar register it would be possible to lay the foundation of a true registry of title.

The Government therefore consider that the registration of titles should be developed through the agency of the Registration department. One or two sub-registry offices in various districts should be selected and registry of title should be introduced in half a dozen villages near those offices. The practical experience thereby gained will enable the Government to formulate a complete scheme later on. If full information regarding title to land can eventually be ascertained from the Registration department, the duties of the karnam will be limited to registering the names of the holders which appear in the records of the Registration department. Thus in the end the task of effecting changes in registry will be transferred to the Registration department, though it may be some time before this final result is achieved.

The Inspector-General of Registration is requested to report, in consultation with the Board of Revenue (Revenue Settlement), the form in which the register or ledger of fields should be maintained and to select small areas in selected districts where the system of registry of titles can be introduced in an experimental and tentative form.

The Government now proceed to pass orders on the following points raised in the Survey Committee's report:—

(*a*) *Paragraph* 83.—The Government agree that Sub-Registrars should furnish the Revenue Department with abstracts of all transactions affecting revenue registry which pass through their books.

(*b*) *Paragraph* 85 *and* 86.—The Government consider that it is necessary at present either to require a map to be attached to documents presented for registration or to make an accurate statement of measurements an essential portion of the document.

(*c*) *Paragraph* 90.—The Government do not approve the proposal to transfer to revenue inspectors the work of execution of decrees of civil courts affecting land.

Separate orders will issue as regards the compulsory registration of documents relating to transfers of immovable properties below Rs. 100 in value and the future control of the Registration department, so as to bring into closer touch with the Revenue Department.

PART IV—Miscellaneous.

MYSORE AND THE WAR.

BRIEF RECORD OF SERVICE.

Mysore's offer of help, since the outbreak of the War in August 1914, has materialised in various ways.

Imperial Service Lancers.

Immediately war was declared, the services of the Mysore Army and other resources of the State were offered for Imperial purposes. In September 1914 orders were received for mobilising the Imperial Service Lancers for service in Egypt. This Regiment, consisting of 29 Officers, 444 non-Commissioned Officers and men with 526 horses, 49 mules and 132 Followers, left Bangalore on the 13th October 1914 under the command of Regimentdar B. Chamaraj Urs Bahadur (now Major Sirdar Bahadur). Col. J. Desaraj Urs., C.I.E.,M.V.O., accompanied the Regiment as the Representative of the Durbar. Fifteen drafts of reinforcements aggregating three Officers, 426 other ranks and 49 Followers were despatched to the Field from time to time. In November 1915, this Regiment had three engagements with the enemy in the Suez Canal Zone and in November 1917 it took part in the attack on Gaza in Palestine. Letters from the Commander-in-Chief, Egypt to His Excellency the Viceroy of India have testified to the noble manner in which the troops acquitted themselves on these occasions.

Mysore Transport Corps.

The Mysore Transport Corps was mobilised for Active Service in 1915. Six troops of the Corps consisting of 12 Officers, 32 ranks, 49 Followers with 210 carts and two ambulance carts, 468 bullocks, 7 mules and 35 ponies under the command of Faizullah Khan were despatched in September 1916. To keep the Corps up to strength nine drafts of reinforcements consisting of four Officers and 133 ranks and 37 Followers with bullocks, were sent. The excellent work done by this Unit in clearing the battle fields of Sanniyat and the Hai have been referred to with appreciation in his letters by the General Officer Commanding Force " D", Baghad.

Supply of trained horses, etc.

Trained horses were supplied as required by the Imperial Government at special rates and horses were received and thoroughly trained and despatched. Similarly, ambulance carts were supplied from Mysore to East Africa, Aden, etc.

Recruitment of men.

To meet the local and Imperial demands in regard to man-power, a Central Recruitment Committee was constituted in the State. A Director of Recruiting was also appointed and district recruiting agencies were organised. Though the difficulties to be surmounted were great, nearly the required number of recruits (about 5,000) had been got by the time the Armistice was signed. The achievement of this result was in no small measure due to His Highness the Maharaja's stirring appeal addressed to the subjects of the State.

Money contributions.

On August 20, 1914, His Highness the Maharaja offered a sum of Rs. 50 lakhs towards the cost of the Indian Expeditionary Force in Europe. This contribution, the first of its kind made on the outbreak of the war, created a profound impression both in England and India. It was followed by others under the following heads :—Free gift of money, 10 lakhs; subscription to relief funds—14 lakhs; subscription to War Loan—65 lakhs (in round numbers); Treasury Bills (British) 21 lakhs; and Treasury Bills (Indian) 19½ lakhs.

Contributions by Mysore people.

The steps taken to secure popular support for the War Loans and Funds, both Local and Imperial, resulted in substantial collections as under :—

	Rs.
"Our Day" Celebrations Collections	25,000
Payments to Imperial and Indian Relief Funds ...	1,12,000
Payments to Imperial Service Lancer's Fund ...	70,000
Subscriptions to War Bonds through the Treasury and the Bank of Mysore	35,60,000
War Bonds through the Post Offices in the Mysore State	2,90,000
and Cash Certificates through Post Offices ...	4,27,000

The total amount contributed or made available by the Mysore State and the people of Mysore towards winning the War amounts to over two crores of rupees.

Miscellaneous War Work.

Much miscellaneous War work was undertaken by the State at the request of the Imperial Government and carried out to their satisfaction. Under this head come the following :—

Some 19,000 army blankets were supplied up to 30th September 1918; special investigations were made by the State Mines Department in regard to supply or increased output of particular minerals required in munition making; 150,000 cubic feet of Rosewood were supplied by the State Forest Department to the Gun Carriage Factory at Jubbalpore and 30,000 teak metre gauge sleepers for Railway construction in Mesopotamia; close upon 20,000 acres of plantation and kaval lands were leased to the British Grass Farm for raising grass; a large concession (valued at nearly 5 lakhs) was given to lessees of tanning barks to ensure a regular supply of barks for military purposes; facilities were provided for a survey of the kinds of timber useful for air-craft factories; and one trained Horticulturist was sent to Baghdad and a large quantity of acclimatised vegetable and fodder seeds were issued free at the request of His Excellency the Governor of Madras to the Madras Gardeners' Corps.

Distinctions earned by Mysore Officers and Men.

Colonel J. Desaraj Urs, C.I.E., M.V.O.. was awarded the British rank of Honorary Lieutenant-Colonel by His Imperial Majesty the King Emperor and Major B. Chamaraj Urs received the Order of British India, 1st class, with the title of Sirdar Bahadur. Two Officers received the Order of British India, 2nd class, two others the Indian Order of Merit, 2nd class, 18 officers and men the Indian Distinguished Service Medal and two Officers the Indian Meritorious Service Medal. Two of the Officers gained awards in the Order of the White Eagle of Serbia from His Majesty the King of Serbia, and a third was awarded the Cross of Kerageorge Serbia, 1st class, with swords. Sixteen Mysore Officers were mentioned by name in Despatches, two of them being mentioned twice.

MYSORE RAILWAYS.

A brief note by Mr. M. G. Rangaiya, B.A., B.E.

Taken from the October issue of the Mysore Engineers' Association Bulletin.

In a note dated the 17th September 1911, Sir (then Mr.) M Visvesvaraya, who was Secretary for Railways at the time, advocated a vigorous policy of Railway development in the State and recommended that a railway department should be organised and at least 200 miles of railways constructed to bring the State to the same standard of development as that of British India.

The programme of construction chalked out in that note is as under :—

	Gauge.	Miles.	
1. Arsikere-Hassan-Mysore	Metre	101·71	State Funds
2. Nanjangud-Erode	do.	33·79	,,
3. Hosur-Bangalore	2′6″	20·00	,,
4. Bowringpet-Kolar	do.	10·00	District Board
5. Chitaldrug-Chikjajur	do.	20·00	,,
6. Hassan-Chikmagalur	do.	36·00	
7. Bangalore-Chikballapur	do.	38·00	Private Syndicate

2. The Government approved of the above recommendations in 1911 and early in the year 1912 a railway department was organised with Mr. E. A. S. Bell, whose services were kindly lent by the Government of India as Engineer-in-Chief. Since then, railway construction and surveys have been in vigorous progress.

3. It is proposed to briefly review the progress achieved in this direction since the above note was written. The Mysore-Arsikere Railway, the first in the programme outlined by Sir. M. Visvesvaraya, has been completed at the cost of State Funds. The length of this railway as completed is 103 miles and the total capital cost Rs. 82·73 lakhs according to the final estimates, against 101·7 miles and Rs. 65 lakhs according to rough preliminary estimates prepared prior to 1911. Under State-aided lines, the Kolar District Railway extending from Bowringpet to Chikballapur *via* Kolar and Chintamani, and Bangalore-Chikballapur Light Railway floated by a private company have both been completed and opened for service. The total length of these two railways is 102 miles and the capital cost Rs. 29·31 lakhs to end of 1916-17. Of this amount Rs. 13·94 lakhs have been contributed by

the State and the rest by the Kolar District Board and the Bangalore-Chikballapur Light Railway Company. Thus a length of 206 miles in all have been added to the railway mileage of the State, not taking account of the 2′-0″ gauge tramway from Tarikere to Narasimharajpura a length of 27 miles, as it is more of the nature of a forest tramway.

4. The comparison of present conditions with what existed prior to 1911 stands as under:–

There was 1 mile of railway for every 64 sq. miles of territory before 1911, while now there is a mile of railway for every 42·5 sq. miles. While, prior to 1911, there was a mile of railway for every 12,554 head of population, there is now 1 mile for every 8,384 persons. The corresponding figures for the whole of India are 1 mile of railway for every 49 miles of territory and 8,598 head of population. So, both in respect of population and area, we stand a little better than the all-India average standard in the matter of railway development.

5. But, Baroda and probably a few other Native States, are a head of Mysore in this respect. In Baroda, there is one mile of railway for every 17·5 sq. miles of territory and for 4,000 head of population. There are besides 110 miles of narrow gauge and 57 miles of metre gauge lines now under construction.

6. Comparing the conditions, district by district in Mysore, the progress is somewhat as exhibited below:—

District	Extent in square miles	Population	Miles of Railway	Per one mile of railway	
				Number of population	Number of square miles of territory
Bangalore	3,078	848,173	168	5,048	18
Kolar	3,179	780,153	123·32	6,343	26
Tumkur	4,062	735,346	60	12,256	68
Shimoga	4,030	516,716	23	22,466	175
Chitaldrug	4,160	564,243	59	9,564	71
Kadur	2,789	338,457	80·60	4,230	35
Mysore	5,498	1,342,071	103·75	13,289	53
Hassan	2,666	580,200	76·20	7,634	35

Taking the territorial basis, Mysore, Shimoga, Chitaldrug and Tumkur are the four districts falling below the average for the Mysore State as a whole, Shimoga ranking last in the list. These districts should take a lesson from the Kolar District Board which has shown commendable enterprise in the matter of railway development.

7. There are several lines under various stages of construction, survey or investigation. Among the necessary links of communication between the State and the neighbouring systems, ranks foremost the Nanjangud-Erode Railway. Next comes the Bangalore-Hosur Railway. Project estimates for these lines are ready and are awaiting the sanction of the Government of India. Chikjajur-Chitaldrug Railway (No. 5 in Sir M. Visvesvaraya's programme), is under construction but on the metre gauge. Its length is 21·07 miles and the estimated cost Rs. 8 54,082. Other important lines under survey

and investigation are (1) the Shimoga-Bhatkal Railway, (2) Nanjangud-Kakankote, and (3) Mysore-Coorg Railway. A few lines of local importance in Tumkur, Kadur and Hassan Districts are also being surveyed. The accompanying map * shows the lines opened, those under construction and under survey or investigation.

8. The capital invested on railways in the Mysore State, excluding the portion of the Government of India line from Bangalore towards Jalarpet, amounts to Rs. 3,95,90,042 up to the end of the year 1917-18. Taking the total population of the State at 5,800,000 this sum works out to an investment of only Rs. 6·08 per head. The capital invested on railways in Baroda amounts to over Rs. 240 lakhs for a population of 2,032,800 or Rs. 11·80 per head of population, *i.e.*, nearly double the corresponding rate in Mysore. So, Mysore has yet to spend about 330 lakhs to come to the level of Baroda State.

It would not be too much to expect that the investment per head of population might be increased so as to make it ultimately equal to one year's average income of an individual which has been variously estimated. Lord Curzon's estimate for the whole of India was Rs. 30 per head. In Mysore it is perhaps even lower; Rs. 25 to 28 may probably be taken as a near approximation. Assuming the lower of the above figures, a further sum of 1,000 lakhs may be expended on railways in Mysore for one generation to come.

9. It may perhaps be interesting to compare the above with the conditions existing in some of the western countries as indicated in the table below:—

	Average income per head of population	Capital per head invested on railway in rupees	Number of square miles of territory per mile of railway	Number of population per mile of railway
England	555	375	5·2	1,932
France	417	258	8·1	1,545
Italy	183	100	9·5	3,104
Ireland	300	150	9·5	1,350
United States	585	678	15·5	359
Germany	333	165	7·4	1,812

N.B.—The above table gives only figures relating to the period prior to the war. Since then there must have been a great deal of progress in all the belligerent countries.

Ireland is very nearly, in extent and population the same as Mysore, its area being 32,559 sq. miles (against 29,400 of Mysore) and population 4,390,200 (against 5,800,000 in Mysore).

N.B.—The population of Ireland has been steadily going down since the year 1891 when it was as high as 8,175,124.

From the last two columns of the above table it will be seen that Ireland is 5 to 6 times more advanced than Mysore so far as railway facilities are concerned.

10. There is another way in which the capital spent on railways may be looked at, namely, in terms of the annual general revenues of

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* Omitted here.

the State. Our annual revenue is now very nearly 300 lakhs and our railway capital is roughly 1¼ times this revenue. This is also the approximate ratio in the Baroda State, the annual revenue there being 190 lakhs. The annual revenue in the United Kingdom during the three years prior to the war was about £190,000,000. The cash capital invested on the Railways about that time was equivalent to 6 years revenue. Even if we limit ourselves to three years revenue for the next two decades, a further sum of about 500 lakhs will have to be invested on railway extensions at an average rate of about Rs. 25 lakhs per annum. Taking an average of about Rs. 55,000 per mile (for metre and 2′-6″ gauges together) the above sum of 500 lakhs will suffice for about 900 miles of addition to the existing system, roughly one-half being on the 2′-6″ and the other half on the metre gauge. This ideal may perhaps be kept in view in shaping the future railway policy of the State.

Cost of metre gauge	Rs.	80,000
do 2′-6″ gauge	,,	30,000
Average	,,	55,000

11. For rapid development of railways, private capital should be invested with a greater spirit of liberality and confidence. People generally invest their money on land even if it fetches an interest of 4%, because it is of the nature of a permanent investment. Railways also should be looked upon as of a similar character, because, once opened, the railways will exist for all time and the history of Indian railways has shown that the revenues are generally on the increase, except for temporary variations, from year to year.

While the return from the money invested on land subject to seasonal variations of rainfall, that from the railways will be guaranteed in all State-aided lines and so the railway investment may be considered to stand on even a more secure footing.

12. The net receipts from the Mysore State lines for the last thirty years have been shown on the accompanying graph* from which it will be seen, how the receipts have been steadily on the increase. The graph also shows that, up to the year 1908, the net receipts were insufficient to meet the interest charges at 4%. But since that date there has been generally a surplus left after meeting these charges.

13. Besides giving a direct return on the capital invested, the railways when managed by Government or by local companies, prove in several other ways a source of benefit to the State. The comparatively small length of 200 miles now constructed and managed by the State, affords employment for 1825 men. Of this the number of officers' posts carrying a salary of Rs. 100 to Rs. 1,600 per month is 31 and that of officials of all ranks, 444. The Railway Workshop employs 388 hands and there are besides 962 menials in various grades. The total amount disbursed in a year as salaries is about Rs. 3,37,000. It is true that a few of the higher appointments are filled at the present time by persons other than the natives of Mysore; but in the course of a few years it will be possible to man the department almost entirely with local men.

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* Omitted here.

14. Among other advantages derived by constructing and working the lines by State Agency, special mention may be made of the following :—

(1) the acquisition of valuable experience in railway construction and management ; and

(2) the attraction of local capital and enterprise, which is bound to play a very important part in the economic development of the country.

The existing contract with the Madras and Southern Mahratta Railway Company for working the Mysore-Harihar Railway will expire in the year 1937. By that date the State railway mileage will probably have increased to nearly 1,000 miles or more if the present active policy be continued. Our State Railway Department will then have acquired sufficient experience and skill to be able to manage with confidence the Mysore-Harihar Railway referred to above, on the expiry of the contract.

TANKS IN MYSORE.

A Note on the Maintenance of Restored Tanks in Mysore,

by Mr. Y. Asvathanarain Row, B.A, B.E.

(Taken from the Mysore Engineers' Association Bulletin.)

It is an oft repeated complaint that tanks in Mysore which number over 29,000 are deteriorating owing to neglect of maintenance. The object of this note is to examine the causes underlying this neglect and to suggest suitable remedies.

From long standing usage and custom, the ryots owning lands below tanks have been entrusted with the responsibility for their ordinary maintenance. The obligation generally includes filling scours and erosions on the bund so as to maintain it to the standard level, keeping the turf on the rear slope in good condition, clearing jungle growth on the bund and such other miscellaneous works for which little or no technical skill is required. They have also to clear weeds and silt in the distributary channels and keep them in efficient condition.

However efficiently the system might have worked in the past, it is a fact that it has failed under modern conditions to produce the results expected of it. The forces of disruption of communal life at work are too strong for even villagers to resist now-a-days. The centralised system of administration of the present day has made them lose their habits of self-help and self-reliance and look to the Government for everything. The facility of communications, peace and comparative security of person and property that prevail, all tend to make the village folk live independently of each other, with the result that the incentive for union is lost. Whole-hearted and voluntary services for the common good which were freely given in the past are no longer offered. The existence of the system of absentee land-lords which has been rendered possible by easy communications of the present day also partly account for the disappearance of such a spirit.

People have begun to look upon *labour for common good* in a mercinary spirit. 'Each man to himself and the devil take the hindmost' is more the spirit under which people in villages are living at present. For example, some wealthy and high class ryots do not themselves attend to maintenance work nor will they employ labour to discharge their liability. The tenants who cultivate the lands for them will certainly not do this maintenance work, because it is not part of the agreement with the land-owners and even if there were an agreement to that effect, it would be difficult to enforce it.

If a tank breaches owing to neglect of maintenance work, it is not the indifferent few that suffer but all the people owning lands below the tank. All are prepared to undergo suffering and loss rather than allow the idle few to profit at the expense of the majority who may be willing to contribute their share of labour. Moreover, the ryots know very well that whatever the extent of neglect, the maximum amount of penalty they have to pay is only one year's assessment. They are quite sure that the Government will come to their rescue and repair the damages when they plead their poverty and suffering.

There are other practical difficulties why the tanks cannot be maintained properly and which the village agencies cannot be expected to overcome so well as paid official agencies. In most of the tanks there will be water during all the 12 months of the year. Even during summer there will be cultivation below some tanks and therefore the tank cannot be depleted to expose the bed to take earth for maintaining the bund. It is costly and also not advisable to resort to this measure for other reasons. So earth from the bed of the tank cannot be had and at its rear the cultivation will have generally come up to the very toe of the bund. Even if the bed is exposed and earth could be had either in the bed or from the rear, the sort of soil that is got will be silt or similar to it, and if this stuff is used, it will wear out even in one season, and no trace of it could be found next season. So there is no place near enough for the ryots to get the earth and do the maintenance work. But if paid agencies exist they can be made to cart suitable earth at reasonable rates from the flanks.

In some cases the grade stones themselves will have settled and professional help will be required to refix the grade stones to the standard level.

In some cases earth is available at the flanks and none at the centre. The lift at the flanks is genearlly very little, whereas at the centre it is high. It is, therefore, easier to do the earthwork at the flanks than at the centre portion. So to avoid continuous pressure of the Tank Inspector, the Shekdar or the Amildar those who want to show that they are willing to do some work will raise the flanks unnecessarily high and thus endanger the safety of the tank itself.

It is the central portion that requires careful maintenance. Even if there is a breach at the flanks, the cost of making it good will be little. Besides it is better to leave the flanks lower to act as an additional weir, if the tank receives extraordinary floods and the safety of the bund is threatened.

For all these reasons it appears that paid agencies under proper supervision will, on the whole, serve to maintain the tanks better than village voluntary agencies.

If in lieu of the ryots' liability for maintenance an acreage contribution is levied it falls in proportionate shares on all and none can escape it. Just as in the case of land assessment, no body will have any room to complain that this contribution is levied unfairly on one or the other. Such contribution may be separately accounted for and kept at the credit of that particular tank, to be used only for the maintenance of that tank and for the benefit of only those who have contributed to that fund.

The paid agencies may be under the control of the Village or Tank Panchayets. The local people may be employed on the works. By this means, the hard-working labourer will not only get back the amount he has contributed but also a portion of the money contributed by the rich or the high-class ryot, who is either incapable of doing or is unwilling to do, manual work. The system will encourage hard and honest work, and put down evasion and laziness, with the result that whenever any work is found urgent and necessary, it could be done then and there.

For each tank bund a regular estimate should be prepared by professional men and sanctioned by the P. W. Department. They should also check the grade stone levels and get them fixed to the proper height. If the Panchayets prove that they are capable of looking after the tanks without the help of the Department, the whole management might be made over to them after a time.

What has been stated above applies *mutatis mutandis* equally well to channels and distributaries.

IRRIGATION DEVELOPMENTS.

◆

RECOMMENDATIONS OF THE SELECT COMMITTEE OF THE REPRESENTATIVE ASSEMBLY.

The Committee consisted of—

1. Mr. B. Srinivasa Iyengar, Anekal (Convenor).
2. ,, C. Narasimhayya, Mysore.
3. ,, K. Venkataswamy Iyer, Nanjangud.
4. ,, Herur Gundappa, Kunigal Taluk.
5. ,, Krishnamurtyachar, Mulbagal.
6. ,, Lingegowda, Landholder, Mysore Taluk.
7. ,, Siddalinga Setty, Yedatore.
8. ,, Doddasubba Reddy, Chintamani.

The Committee recommends:—

I.—CLASSIFICATION OF ATCHKATS.

(1) That all the tanks must be surveyed and their capacity at various levels must be estimated; that atchkat and area to be served by each sluice and distributions must be correctly marked in the village map, as suggested by the previous committee.

(2) That all tanks, whether big or small, which are in the series, should be invariably restored to avoid silt going into the important tanks below, though it may cost little heavy as it is necessary in the interests of important tanks below.

(3) The Tank Panchayets and Village Committees should be encouraged to grow trees, aloes, bamboos, etc., along the feeders and on the outskirts of tank beds to lessen the silt going into tanks and thus diminishing the capacity.

(4) A list of dry lands reserved for a special purpose but converted into wet under Nirsardi be prepared with the conditions attached to the grant of such lands and that all complaints about the supply of water to those lands be dealt with in the light of the special agreement entered into with the Government as suggested by the previous committee.

(5) In future, no application for converting dry land into wet under Nirasardi be granted unless the Public Works Department certify that sufficient water is available in the tank to irrigate the land without any complaint as suggested by the previous committee.

(6) Mr. D. Srinivasa Rao, Settlement Officer deputed for assisting the committee, pointed out that during reclassification the wet lands for which water was not at all available was converted into

dry, and also that under the tanks whose supply was precarious, if the raiyats applied for the conversion of their wet into dry at the time of reclassification, the same was complied with. The committee request the Government to make this known to all the raiyats by wide publicity immediately as the raiyats may be ignorant of the above and let go the opportunity of reclassification.

II.—Restoration of Tanks.

(1) Whether the tank is major or minor the project should be complete as recommended by the previous committee.

In preparing the project the following points should invariably be considered :—

(*a*) Increasing the capacity of the tank by raising the waste-weir.
(*b*) Feeder channels.
(*c*) Sluices leakage, level, site gearing rods, locks and keys, convenience for the nirganti to go to the sluice even when the tank is full; there should be no rear cistern to prevent the sluices being silted up.
(*d*) A separate waste-weir channel.
(*e*) Irrigation channels and their sluices.
(*f*) Bridges across waste-weir channels or carting manure, the crop, etc., and such other necessary things.

(2) The recently sanctioned project sub-divisions should be in charge of an experienced Assistant Engineer and the subordinates should not be raw hands but those that have had good experience of tank works.

(3) An accurate and up-to-date list of both major and minor unrestored tanks should be prepared at once mentioning therein the atchkat and the capacity.

(4) It is essential to prepare and maintain a list of all unrestored tanks in the district showing their present condition, urgency, approximate cost of restoration and as far as possible complete history by joint inspection of Revenue and Public Works Departments and people on the spot.

(5) Definite programme for five years should be got up by the Public Works and Revenue Departments consulting also the wish of the raiyats. For this purpose the agencies of Taluk and District Boards may be utilised as Revenue and Public Works Department Officers and also non-official representatives of the raiyats are members in them.

(6) As soon as the programme for five years is settled the project branch should take up projecting and have complete projects ready for being sanctioned every year according to the programme.

(7) Sanctioned projects should be placed before the District Board 3 or 4 months before the commencement of the next official year. The amount available for restoration work for next year should be intimated to the District Board beforehand. The District Board

should make a selection among the sanctioned projects in the order of their urgency and according to the local needs, and should submit the same to Government for inclusion in the budget. As soon as the budget is sanctioned, the works should be commenced and completed early. The same applies to minor tanks also.

Contributions.

(8) (*a*) For major tanks, if the majority of the raiyats come forward and execute a mutchalika to give contribution, it should be collected from the defaulters as a revenue demand.

(*b*) With regard to unrestored minor tanks, the raiyats may either be made responsible for the amount required for earthwork and turfing or the proportion of raiyats' contribution may be reduced to one-fourth and made compulsory.

As soon as a project is sanctioned the raiyats' share should be intimated to the Revenue authorities for collection. This demand should be added on to the khate of each raiyat and collected as a revenue demand. The work should never be delayed for the collection of the contribution but started as soon as it is sanctioned. The amount of Government grant and the raiyats' share should be adjusted afterwards in the Comptroller's office. The executing authority should have nothing to do with this account. It will not be a loss if few accountants are deputed for this work alone in the Comptroller's office. This will also apply to the contribution promised by the raiyats with regard to major tanks.

(*c*) With regard to the contribution that has to be recovered from the raiyats on account of cumulative neglect of the unrestored major tanks, the same procedure as stated above may be followed.

On no account should a work be stopped for non-collection of the contribution before hand, as those that have paid will have to suffer for the sake of some defaulters. The execution of the work and the collection of the contribution should go on like an automatic machine. Then alone, there will be any perceptible improvement in the state of affairs.

Agency.

(9) The Revenue officers have to attend to multifarious business and as such cannot supervise the work very often when it is under execution. The Marahmat Engineer has no control over execution. Practically, the Tank Inspector will be the sole master. The Revenue Department knows the grievances of people as they are in close touch with the people. Therefore, the Deputy Commissioner should have a right to draw up the programme of works in consultation with the people and Public Works Department as stated *supra*. His proposals can be disregarded only for reasons to be recorded and communicated to him. The Public Works Department should be the technical agency to carry out the works. The collection of contribution should be done by the Revenue Department.

If the District Boards are given separate Engineering establishment, the major tanks may be left to the Public Works Department proper, as hitherto and the minor tanks may be handed over to the District Board Engineer, the Deputy Commissioner alone being the Revenue head over the District Board Engineer. The Revenue Sub-Division Officer and the Amildars should have nothing to do with the execution of the tank works except maintenance work that has to be done by customary labour. Even in the case of minor tanks, experienced men should be in carge of projecting. Or, if the District Boards are not given their own Engineering establishment, separate irrigation divisions or ranges should be formed for each district. The restoration work of both major and minor tanks should be transferred to these divisions or ranges and also the repair work of both major and minor tanks except the works that ought to be done by customary labour. The project sub-divisions should be attached to these irrigation divisions for preparing projects of both major and minor tanks.

(10) Tank bund margins must be reserved and never allowed to be encroached upon.

(11) Tanks which cannot be restored on account of its prohibitive cost and so abandoned may be given over to the raiyats if applied for under chowtayi rules.

(12) *Restoration of Inam and private enterprise tanks.*—A talukwar list of all such unrestored tanks may be prepared and the rules may be enforced strictly.

III.—MAINTENANCE AND WATER DISTRIBUTION.

(1) The Irrigation sources may be divided into 4 classes.—

(*a*) Rivers and river channels.

(*b*) Tanks serving several villages or having an atchkat of more than 300 acres called super major.

(*c*) Ordinary major tanks.

(*d*) Minor tanks.

(2) For the present, the maintenance of and distribution of water under river channels and super major tanks be left to the Irrigation Department, advisory boards being appointed as recommended by the previous committee.

(3) *Reordinary major and minor tanks*, everything should emanate from the village itself.

Tank Panchayets or Committees are now formed under a voluntary basis. They should be made compulsory in the case of all tanks. This recommendation is supported by the Irrigation Executive Engineer.

Wherever there are Village Panchayets constituted under the New Local Boards Regulation, the functions of the Tank Panchayets should be transferred to the Village Panchayets. Where there are no Village Panchayets, the Village Committees may be given the power of management. There is no use of burdening the villages with several committees.

Where there are no committees or where it is not possible to form committees, the patels should be in charge of the tanks as hitherto.

As per recent rules regarding the election of Village Panchayets, the qualification does not include land assessment either wet or dry. As the tanks have to be given to these panchayets for management, the interests of holders of land under the tank should be safeguarded.

(4) The panchayetdars, committees or patel should maintain a tank register, and submit an annual report on the condition of each tank to the taluk. If the tank is in good condition, the report may be recorded. If any maintenance work has to be done by the raiyats, it should be got done immediately under the rules. For such work there is an order that Amildar should be given an imprest, but in practice no imprest is given. It is very necessary. If any repairs have to be done for other works, copy of the report should at once be sent to the department concerned, who should take prompt steps in the matter. No report should be filed till the repairs mentioned therein are executed.

(5) Though maintenance of a ledger in the Taluk office is prescribed in the Maintenance Rules of 1904 and the importance of the same is admitted in G. O. No. R. 10842-52—L. R. 477-11-3, dated 26th May 1915, it is not done so in all the taluks. Therefore it may be insisted that a ledger of all tanks in the taluk should be maintained in the Taluk office. There should be a tank register in each village. Reports should be scrutinised in the Taluk office and action taken. These annual reports and action taken should be recorded every year in the tank ledger to be maintained in the taluk. An annual consolidated statement of reports received, action taken, inspections made, should be submitted to the district.

(6) The systematic inspection of irrigation works and channels is a duty of the first importance and if this is properly carried out and prompt action is taken on the inspections by the officers themselves, a good deal of avoidable expenditure on account of a cumulative neglect will be saved both to the Government and the people. Rules are not wanting for the purpose. They should be enforced.

As irrigation and sanitation are for the very existence of the people, it may be prescribed that the Amildars and their subordinates should invariably see to the irrigation works and sanitation.

The inspection reports made by the officers of both the Revenue and the Public Works Departments may not be vague but definite with regard to the condition of the irrigation works and repairs required to them.

(7) The raiyats who are now required to do the earthwork may be relieved of the burden of doing the earth turf work and the cost of such work may be distributed proportionately among all the wet, dry and garden landholders and mohatarfa payers. The

annual collection so made may be kept in deposit in the name of the tank itself. The annual repairs may be estimated and the work undertaken by the villagers themselves or may be given away to Public Works Department, as recommended by the previous committee.

(8) "It is only under the branch channels that there is good deal of trouble. All the lands under main and branch channels are assessed alike and there is no difference in the rates; if it is so, the committee sees no reason why the raiyats—owning lands under the branch channels should be taxed with the work of repairing branch channels. The branch channels also must be repaired by the Irrigation Department," as recommended by the previous committee.

Irrigation Cess Fund.

(9) The orders of 1908 and 1914 should be enforced.

The control and accounts may be with the Revenue Department. The amount of Irrigation Cess allotted to each taluk must always stand at the credit of that taluk.

(10) In the ordinary maintenance, sources of supply should not be forgotten and neglected as is done now.

Distribution of water.

(11) (*a*) Distribution under the river channels and the super major tanks may be done for the present by the Departmental agency, and distribution under other tanks may be entrusted to panchayets or committees or patels as the case may be. If both the systems work side by side, the latter will be educated in the economic use of water.

(*b*) Steps may be taken to minimise the waste at the tail end as far as possible.

(*c*) Provision should be made that the raiyats at the tail end are well represented on the panchayet or committee.

(*d*) It should be insisted that all channels are cleared of silt and jungle to minimise waste of water.

(*e*) Channel offences should be strictly punished.

(*f*) The sluices may be provided with locks and keys.

(*g*) When the channels bifurcate, the level of the channels may be the same for some distance so as not to allow too much water to the lower channel.

(*h*) If possible, the main channel may be constructed with stone pipe, so that there may be least wastage, and percolation avoided. If this is done, the raiyats cannot dig holes in the bed of the channel and take water to fill wells in their gardens by subterranean passage.

(*i*) The nirgantis should be trained.

(12) A better system of sanitary drainage for the welfare of the raiyat population is also a matter to which attention is very necessary. Good drainage is not only required in the interests of public health, but also for cultivation to reclaim marshy lands.

The problem of the health of the large agricultural population is of the utmost importance and any improvement in agricultural conditions and practices will not be of much consequence unless it is simultaneous with the well-being of the large class of raiyats inhabiting the rural tracts. The problem in all the largely irrigated tracts is one of the most pressing importance and deserves consideration.

CO-OPERATIVE SOCIETIES.

CIRCULAR ISSUED BY THE REGISTRAR OF CO-OPERATIVE SOCIETIES IN MYSORE TO ALL THE SOCIETIES IN THE STATE.

As all co-operators know, there are now well over 1,200 Co-operative Societies working in the Mysore State. Classified according to their objects about 1,150 are credit institutions, about 25 are Weavers' Co-operative Societies and the remaining 25 serve some minor agricultural and industrial purposes. It is clear therefore that while the credit movement has made considerable progress in Mysore the progress of Agricultural and Industrial Co-operation is very poor.

In countries where co-operation has developed on a large scale one generally finds that it develops more or less equally in all directions. This is but natural. Provision of capital to their members, provision of raw material, tools and implements and the like required for carrying on their occupation and facilities for obtaining an adequate return for the result of their labour—these are three of the most important objects served by Co-operative Societies. Our societies have so far taken up only the first line of work and even then there is a lot still to be done. The second and the third objects mentioned above do not find a prominent place on the programme of co-operative work in the State. It is doubtful whether we are really helping a member of a Co-operative Society if we merely provide him with funds and do not help him to put those funds to the best advantage or to procure the best price for the produce of his labour. It is time therefore that Co-operative Societies realized the intimate relation that exists among the several items of work enumerated above and that they took necessary measures for enlarging the sphere of activities. This will enable them to confer on their members greater benefit than they are now able to do.

Regarding Agricultural Co-operation, it is proposed to start societies for the supply of the following in the districts of Tumkur, Kolar, Mysore and Bangalore:—

(1) Verity ploughs, (2) Kolar Mission ploughs, (3) New Bar share plough, (4) Eureka plough, (5) Kolar Mission Cultivator, (6) Sugar-cane mill.

In the districts of Shimoga, Kadur, Chitaldrug and Hassan, it is proposed to start societies for the supply of the following in addition to or in place of those enumerated above:—

(1) Kerleskar ploughs, (2) Meston ploughs.

In addition to these societies, institutions may also be started for the supply of seed, manure, and house-hold provisions. It will also be possible to arrange for the common sale of the produce raised by the members.

With regard to Industrial Co-operation, Societies for jaggory-making, for rice-hulling, for weavers, for metal workers, ivory and sandalwood carvers, shoe makers, basket makers, cabinet makers, etc., are contemplated. Societies will not merely supply their members with funds but it will also provide them with the raw materials, and tools they require and will arrange to the common sale of the articles turned out by the members.

It is proposed that societies started for the above purposes should be made independent of the credit societies but there is nothing to prevent the existing co-operative societies from enlarging their activities in these directions. The Department will be only too glad to help these societies with funds and advice and the Director of Agriculture and Director of Industries and Commerce have kindly promised to co-operate with the Registrar in this matter.

THE MUNICIPAL REGULATION.

NOTICE OF INTENDED BUILDING UNDER SECTION 96 OF THE MUNICIPAL REGULATION.

Criminal Appeal 31 of 1918-19.

THE CHIEF JUDGE AND MR. JUSTICE PLUMER.

The facts found by the Magistrates are the following:—The accused applied for and obtained from the Municipal Council permission to repair his house and to open three windows in the walls of it, and in the course of these operations three of his walls fell down and he commenced to re-build them on the old foundations. The Municipal Overseer informed him that to re-build the walls the permission of the Council was necessary and he accordingly applied for permission, but this was refused, the reason is not stated by the Magistrates. The accused made further representations urging the necessity for the work, but received no order from the Council, and after waiting for a month or more, completed the work.

On these facts the magistrates hold that the original permission to repair was sufficient authority to re-build the walls, and that even if that is not so the re-building on the old foundations is a work for which no permission is required.

They accordingly acquitted the accused and the Government appeals.

The first ground on which the acquittal was had was not strongly supported at the hearing before us, and is not tenable. Section 96 does not require permission of the Council to make repairs, but permission to open windows cannot include permission to re-build fallen walls from the foundations.

As to the second ground the prosecution is for the offence of beginning to erect a building without giving the necessary notice and obtaining permission. And the question is whether the re-building of the walls is the erection of a building within the meaning of Section 96 of the Municipal Regulation of 1906. We may take it that when Section 96 (5) penalises the beginning of a building, it means the beginning of the erection of a building Section 96 (1) and the erection of a building is explained in the explanation to the section as including any reconstruction or perhaps any 'material reconstruction' of a building.

The question is whether the re-building of three walls from the foundations is a reconstruction of a building within this explanation.

There are two cases in point decided by the High Court of Bombay, a Court to which we may look for guidance in this matter because the act in force in the Bombay Presidency does not either in its interpretation clause Section 3, or in its provisions requiring notice to the municipality before erecting a building, or in its explanation of the expression 'erecting a building', differ materially from our regulation.

In 35 Bombay 236 Batchelor and Rao, J. J. held that a wall is by definition a building and the re-building of a wall of a house is a reconstruction of a building and therefore by the explanation to Section 96 the erection of a building.

In 35 Bombay 412, Chandavarkar, J. took the same view, but the learned Chief Justice and Heaton, J. held as I understand them that though by definition a wall is included in the word 'building', a wall will nevertheless not always be regarded as a building, if it is the wall of a house the house is the building and the wall is only a part of it and the question whether the re-building of a wall is the reconstruction of a building is a question of fact: we must take the house as the building and see whether the re-building of the wall amounts in the particular circumstances to a reconstruction or a material reconstruction of the house. We have thus a divergence of view on the section in the Bombay High Court.

The interpretation or definition clause in the Regulation is Section 3 (6) which enacts that

> "building shall include any hut, shed or other enclosure......and shall also include walls, verandahs, fixed platform, plinths, doorsteps and the like".

Now it is obvious that this sub-section is not a definition of a building: if it were that it would not include a dwelling house except in so far as a hut, shed or other enclosure might be used as a dwelling house: therefore we must take it that it is intended to extend the ordinary meaning of the world building to enable us to apply the provisions of the regulation to things which in ordinary popular language might not be called buildings.

Suppose then that the natural popular meaning of the word 'building' is 'house'. If the thing which we are concerned in the case is a house we need not trouble ourselves further with Section 3 (6): we need not ascertain whether parts of the house might also be described as buildings for the purposes of the Regulation. We find the acused working on his house and we ask ourselves is he erecting a house within the meaning of the Regulation? and it is only if the thing on which the work is being done is not a house that we need go further and see whether nevertheless it is or is not a 'building' within the descriptions included in Section 3 (6). This it seems to me, is the view of the Regulation taken by Heaton, J. and the Chief Justice in 35 Bom. 412, and, if the construction of the Regulation is to be approached in this way, then in the case before us we need not consider whether the walls re-built are buildings: the work done was undoubtedly being done on a dwelling house, and the question will—be was that work the reconstruction of the house within the meaning of explanation (*a*) to Section 96.

The argument of the learned Government Advocate as I understand him is that you must apply the interpretation clause if you can reasonably do so: the terms included in the clause must be applied, if they are applicable, and that is the principle on which the earlier of the two Bombay cases was decided and which commend itself to Chandavarkar, J. in the later case.

But to my mind the other principle of construction adopted from the English cases by Scott, C. J. and Heaton, J. is to be preferred not only because of the weight of authority behind it, but also because it seems more consonant with what we may suppose to be the intention of the Legislature. We may take it I think, speaking generally, that the Legislature does not intend to interfere with the rights of a citizen to construct or reconstruct his house in any way he pleases, except in so far as interference may be necessary in the interests of the public health, safety or convenience.

But if we accept the argument of the Government Advocate a householder would be liable to punishment if without giving notice to the municipality he were to reconstruct on its old foundations a doorstep which was not a projection but well inside the general line of the external walls of the house. It is difficult to conceive of any reasonable purpose which such a notice could serve and I do not see why we should construe Section 96 as involving so unnecessary a result.

Moreover there is in section 96 (i) a distinct indication, to my mind, that the interpretation clause is not intended to be applied in this stringent way. That sub-section requires a notice to be given in the case of a proposed re-construction of a projecting portion of a building in respect of which the Municipal Council is empowered by section 92 to enforce a removal or set-back (and this includes verandahs, and doorsteps which are 'buildings' within the interpretation clause), thus suggesting that for reconstructions of portions of a building which are not projecting it is not intended to require a notice to be given to the Council, and suggesting also that in reading with section 96 (1) the explanation (*a*) appended to the section we are entitled to make a distinction between a building and a portion of a building even though the portion may be a wall or a doorstep and so a 'building' within the interpretation clause.

I am mainly for these reasons, prepared to accept the giew of the majority in 35 Bom. 412 and to hold that in construing section 96, explanation (*a*) we may properly regard the word building as meaning primarily where a house is in question, the house as a whole. It is necessary therefore to see whether in the present case the work done by the accused was a 're-construction' or perhaps a material re-construction,' of his house. Even if the word ' material ' is not to be applied to the word 're-construction' but only to 'alteration', I do not think that a re-construction of the whole fabric of the house is necessary in order to bring the work within the explanation. If we omit the word 'material' the words would be 'any re-construction' and would include and I think were meant to include, any work of reconstruction which can properly and reasonably be held to be a reconstruction of the building or parts of it, in order to fit it as a whole for use as a house.

Here the accused protested that he could not defer his work without incurring great loss, and seeing that three walls in which he was opening windows fell down and had to be reconstructed I think we must hold that the work was a reconstruction of the building within the meaning of the Regulation.

The accused was therefore bound to give the notice required by section 96 (1) and to await the decision of the Council, subject to sub-section (4) of that section. He did not do so and the Magistrates ought to have convicted him.

We must set aside their order acquitting him, and convict him of the offence punishable under section 96 (5) of Regulation VII of 1906.

It is not a case in which a severe punishment is called for, especially as there is nothing on record to show any reason why the Council should have refused to give the permission after the overseer had pointed out to the accused the necessity for obtaining it, and he had then sought for it. We sentence him to pay a fine of one rupee.

G. O. No. 9480-9—Ml. 60-18-8, dated 28th January 1919.

WD 1896--GPB—500—2-6-19

PART I—Orders of Government (Mysore).

FINANCIAL.

State Life Insurance.

GOVERNMENT REVIEW ON THE REPORT FOR 1917-18.

During the year under review, there was a slight increase in the number of policies dealt with as compared with the previous year, the total number of policies being 1,585 as against 1,488 in the previous year.

The receipts and expenditure of the fund during the year amounted to Rs. 5,74,409 and Rs. 2,68,756, respectively, and the closing balance at the credit of the fund rose from Rs. 39,47,005 to Rs. 42,52,650.

The total number of casualties among insured persons reported during the year was 113 against 118 in the previous year, of which 27 per cent was due to plague.

In reviewing the last report of the Insurance Committee, Government desired that some suitable action should be taken by the Insurance Office towards the early discharge of all claims matured on the insured attaining their 55th year and that the steps taken in the matter of settlement of the old death claims pending should be indicated. Full information on these points has not been furnished in the report under review. It is hoped that the omission will be supplied in future reports.

Government note that the percentage cost of management to the premium income for the year was 2·87 against 3·33 and 3·12 in the two previous years and that the percentage of the net balance at the credit of the fund after deducting unpaid claims to the total liability rose from 36·28 to 37·19.

Family Pension Branch.—Government are glad to observe that as a result of the revision of the table of rates of subscription sanctioned with effect from April 1917, there were during the year under review two additional subscribers to this branch and that another old subscriber secured under the new tables additional life pension to his wife and term pension to three children.

Public Branch.—In the public branch, 413 proposals were received during the year, of which 145 proposals for an assurance of Rs. 2,26,800 were accepted. The receipts and expenditure during the year were Rs. 14,317 and Rs. 2,942, respectively, and the closing balance rose from Rs. 3,346 to Rs. 14,721.

To infuse greater interest in the mind of the public as regards the operations of the Insurance Committee in the Public Branch, and to make this Branch more popular, Government have, on the recommendation of the Insurance Committee, granted to the policy-holders in the Public Branch the privilege of electing 1 member for every 500 policy-holders to be associated with the work of the Committee as members. (Government Order No. Fl. 289-338— G. F. 149-17-4, dated 16th July 1918.)

G. O. No. Fl. 5623-4—G. F. 169-18-2, dated 21st April 1919.

Non-official Members of Committees.

SCALE OF TRAVELLING ALLOWANCES.

Government are pleased to pass the following revised rules :—

(1) All official members attending meetings of Councils, Committees, etc., constituted under Government Orders will be entitled to draw travelling allowance as for journeys on tour whether the allowances are paid from the State or other funds.

(2) In respect of members other than official, undertaking journeys for the purpose of attending such meetings no distinction will be made in the matter of travelling allowance between non-officials who are retired officers of Government and other non-official gentlemen except in respect of retired Dewans and Councillors whose rates of travelling allowance will be regulated by special orders. The existing rules and rates applicable to the cases of retired Dewans and Councillors remain unaffected.

(3) As regards all other non-official gentlemen attending any such meetings the rates will be regulated as follows :—

(*a*) For attending meetings connected with the bodies included in List A of the annexure to this order.

Railway fare	...	Double 1st Class
Road mileage	...	8 annas a mile
Halting allowance	...	Rs. 7-8-0 a day for each day of sitting

(*b*) For attending meetings connected with the bodies included in List B of the annexure to this order.

Railway fare	...	Return 1st Class fare and one 3rd Class fare for servant to and fro
Road mileage	...	6 annas a mile
Halting allowance	...	Rs. 5-0-0 for each day of sitting

(*c*) For attending meetings connected with the bodies included in List C of the annexure to this order.

Railway fare	...	Double 2nd Class

Road mileage ...	4 annas a mile
Halting allowance ...	Nil

Attendance at Sub-Committees, Select Committees, Special Committees, etc., of the several bodies will be treated as meetings of the bodies themselves for the purpose of this order. Non-official members should be requested to mention their ordinary places of residence and travelling allowance should always be calculated from and to such place. When a Sunday or other holidays intervene between two consecutive sittings, halting allowance for such days will be allowed.

ANNEXURE.

List A.

1. Legislative Council.
2. University Council.
3. Mysore Civil Service Examination Board.
4. Budget Finance Committee.

List B.

1. Economic Conference.
2. Senate of the Mysore University.
3. Standing Text-Book Committee.
4. Local Examination Committee.
5. Ayurvedic Committee.
6. Board of Sanskrit Studies.
7. Secondary School-Leaving Certificate Board.
8. Managing Committee of the Maharani's College.

List C.

1. District Committees of Economic Conference.
2. Special Committees of Representative Assembly.
3. Malnad Improvement Committee.

G. O. No. Fl. 5767-816—S. & A. 83-18-1, dated 25th April 1919.

Government Savings Banks.

GOVERNMENT REVIEW ON THE REPORT FOR 1917-18.

During the year under report, there has been a net increase of 2,068 Savings Banks Accounts, the total for the year both under current and dead accounts, having been 33,403. The deposits during the year have been large and the amount withdrawn less than in the previous year, the total amount at the credit of depositors at the end of 1917-18 being Rs. 72,91,913, *i.e.*, Rs. 9,77,453 more than in the previous year. The increase is stated to be due partly to the transfer of certain amounts to the Savings Banks deposit head from the Personal Estates Accounts and partly to the higher rate of interest allowed on Savings Bank deposits since April 1917.

The number of depositors with a balance of more than Rs. 5,000 was 250 with an aggregate balance of Rs. 27,60,230 at the close of the year under review as against 214 with an aggregate balance of Rs. 19,86,179 in the previous year.

Government note that under the revised Savings Bank Rules, the depositors are required to note the amount at their credit in every deposit challan and withdrawal form, and these challans and withdrawal vouchers which are received in the Comptroller's Office, afford a ready means of ascertaining their Pass Book balances, so as to dispense with the necessity for calling for the Pass Books annually for verification.

Village Savings Bank.—During the year under report, 36 Village Savings Banks started work, bringing the total number to 65 at the end of the year. The number of depositors increased from 101 to 320, having Rs. 4,472 to their credit as against Rs. 713 last year. The Village Savings Banks are susceptible of considerable improvement and expansion. The Comptroller reports that the remuneration according to the scale sanctioned in Government Order, dated the 22nd December 1916 to the officers in charge of these banks is too low and should be made more attractive. He is requested to submit his detailed suggestions in this matter at an early date.

Savings Associations.—The number of Savings Associations increased during the year under report to 174 from 133, with an aggregate balance of Rs. 32,510 as against Rs. 16,515 in the previous year.

Collecting Savings Bank, Bangalore City.—The number of depositors in the Bangalore Collecting Savings Bank rose during the year to 994 from 624 last year, and the amount at their credit was Rs. 32,409 as against Rs. 5,376 last year.

Government are pleased to note that the Collecting Savings Bank introduced as an experimental measure has worked successfully, and after the close of the year under report Government have directed that the institution be made permanent. The introduction of the scheme into two other cities, *viz.*, Mysore City and Bowringpet has also since been sanctioned.

The Comptroller's proposal to alter the date of submission of his report to Government from 30th September to 15th December, is approved.

G. O. No. Fl. 6501-50—G. F. 168-18-2, dated 5th June 1919.

LAND REVENUE.

Tours of Amildars and Deputy Amildars.

REVISED INSTRUCTIONS.

Government direct that every Amildar and Deputy Amildar should 'tour' not less than fifteen days in each month.

The day or days on which the Amildar or Deputy Amildar returns to headquarters after midday will be included in calculating the period of fifteen days.

The Amildars and Deputy Amildars should visit every village in their charges at least once in six months. For this purpose, a register of villages in the taluk or sub-taluk, noting therein the villages inspected each month, should be maintained by them in the prescribed form. Villages with a population of 1,000 and over should be inspected once in every quarter.

The Amildars and Deputy Amildars should attach to their monthly journals a statement showing the names of the villages visited by them during the month and the dates of inspection.

The Deputy Commissioners and Sub-Division Officers should carefully scrutinize and check the diaries of the Amildars and Deputy Amildars and satisfy themselves that these rules are strictly observed.

G. O. No. R. 12330-79—L. R. 370-18-1, dated 26th March 1919.

Cultivation of quick-growing Crops.

GRANT OF CONCESSIONS.

The Revenue Commissioner recommends:—

(1) That a concession rate of Re. 1 per acre may be recovered on all lands commanded by the Krishnarajasagara Channels, for which water can be supplied for quick-growing Mungar crops irrigated ragi, jola, and sixty days' paddy during the present season.

(2) That as the concessions referred to in the Order of September 1918 are not sufficiently tempting to induce the raiyats to take up immediately the cultivation of the waste lands, the assessment in respect of such lands which may be taken up and grown with food or fodder crops within the next three months, *i.e.*, before the end of June 1919, may be remitted.

(3) That arrangements may be made through the Director of

Agriculture to supply the raiyats with the necesssary quantity of ragi or jola for seed purposes.

The Chief Engineer on special duty in connection with the Krishnarajasagara is of the opinion that a water rate of Rs. 3 per acre may be levied on lands irrigated from the Krishnarajasagara. Having regard to the present prices of dry grains, Government are pleased to direct that a water rate of Rs. 2 per acre may be charged for water supplied from Krishnarajasagara reservoir.

The other concessions recommended by the Revenue Commissioner are approved.

The Director of Agriculture is requested to obtain from the Amildars estimates of the quantity of seed grains required for their respective taluks and arrange to place the required stock at the disposal of the Amildars for distribution to the applicants.

G. O. No. R. 12921-74—L. R. 42-18-15, dated 7th April 1919.

Revenue Officers.

MAINTENANCE OF SUITABLE MOUNTS.

Under Government Order No. R. 4481-523—R. F. 26-1898, dated 10th June 1903, every Amildar and Deputy Amildar is required to maintain at least one good riding horse or pony. The Assistant Commissioners are permitted under Government Order No. R. 3894-935, dated 14th April 1903, to perform their inspection on horse-back or on foot or in an open carriage. No obligation on their part to maintain riding animals has, however, been definitely laid down. The means of locomotion to be used by the Deputy Commissioners during their tours have not been specifically prescribed. It is however a recognised principle that all executive officers entrusted with the inspection of villages, etc., should be good and active horsemen and maintain suitable mounts. Recently, Government have had occasion to remark on the inadequacy of village inspection by Deputy Commissioners and their subordinate executive officers.

In order to secure uniformity in the matter and to ensure the satisfactory discharge of inspection work on the part of Revenue Officers of all grades, the Government are pleased to lay down the following rules for future guidance—

(1) Deputy Commissioners will henceforth be required to maintain at least one horse for inspection work.

(2) Every Assistant Commissioner in charge of a Revenue Sub-Division will likewise be required to maintain one horse.

(3) Government Order dated 10th June 1903, regarding Amildars and Deputy Amildars should be strictly enforced in future.

(4) The Revenue Commissioner is requested to obtain and review at the end of every half-year, the return of horses and saddlery owned by officers who should certify the fact of their maintaining at least one horse in their quarterly tour statements.

(5) To enable officers to secure suitable mounts, the Chief Commandant will be requested to supply from the cast horses of the Military Department requirements of officers at a reasonable upset price, as far as possible recovering the amount in twelve monthly instalments.

G. O. No. R. 13015-24—L. R. 65-18-15, dated 9th April 1919.

Village Improvement.

SUB-DIVISION OFFICERS TO INSPECT WORKS.

Government consider that the Village Improvement statistics, particularly those relating to the Village Improvement Committees doing real work and the progress under Village Improvement works require careful scrutiny and are therefore pleased to direct that the Sub-Divisional Officers should inspect each year at least 50 per cent of the Village Improvement Committees and works in their respective jurisdictions.

G. O. No. R. 13474-82—R. M. 4-18-108, dated 23rd April 1919.

Conversion of Agricultural Lands into Building Sites.

The questions for consideration and decision are the following:—

(i) Whether permission should be given free to owners of agricultural lands situated in Municipal Towns to build residential houses thereon.

(ii) Whether in such areas, the Municipalities concerned should not be required to pay the capitalized value of the assessment of any agricultural land that may be acquired by them for being converted into building sites.

(iii) Whether in non-municipal areas, the building of houses on agricultural lands under occupancy should be encouraged without levying any fine under the rules.

(iv) Whether the fine should not be waived at least in the Malnad.

As regards point (i) Government observe that by the conversion of agricultural lands into building sites their value is greatly enhanced and that as this increase in value is due not to any efforts on the part of the occupant but to the accident of the lands being comprised in, or situated close to the Municipal limits, it is reasonable that Government should participate in the unearned increment in the value of the land. They are not therefore prepared to forego their share in the increased value which is recovered in the shape of fine under Section 63 of the Land Revenue Code and Rules 58 and 59 of the Land Revenue Rules.

When agricultural lands are acquired by Municipalities and disposed of as building sites, larger amounts than the value of the lands are realised by them. In all such cases, Government are entitled to compensation for loss of revenue or the land appropriated for building purposes. They therefore direct that as provided in Rule XI of the Rules under the Land Acquisition Regulation, the assessment in such cases should continue to be paid by the Municipality concerned or a lump sum should be paid once for all equal to 25 times the assessment of the land.

As regards point (iii) Government observe that except in cases falling under Section 63 (i) of the Land Revenue Code under which occupants of agricultural land have the privilege of erecting farm-buildings and dwelling houses for themselves and their labourers for the better cultivation of the land, the appropriation of such land for building purposes requires the previous permission of the Deputy Commissioner and also the payment of a fine. The rules cannot be relaxed. If however an occupant parcels out his land amongst a number of persons for building houses for other than cultivation purposes, Government must interfere in the matter and take over the duty themselves of acquiring the land and properly distributing it among the intending house-builders under a suitable scheme so as to prevent speculation on the part of land owners, and to legalize the allotment of building sites under Section 134 of the Land Revenue Code.

The case is however different in the Malnad where much difficulty is experienced by raiyats for want of convenient sites close to their agricultural lands. As the existing restriction will cause hardship to them, Government are pleased to direct that whenever raiyats apply for permission to build houses on their agricultural land for other than cultivation purposes the right to levy the fine be waived.

G. O. No. R. 26-37—L. R. 501-17-2, dated 27th April 1919.

Minor Tanks Restoration Scheme.

REVIEW ON THE REPORT FOR 1917-18.

The following discrepancies are noticed:—

(i) the number of unrestored minor tanks is given differently in the successive reports;

(ii) the number of unrestored minor tanks selected for restoration is 575 according to the report under review, whereas the Revenue Commissioner's review, dated 8th March 1918, and the statement accompanying it give the figure as 580 and 613 respectively.

These discrepancies should be explained and correct lists of unrestored minor tanks prepared for each district.

Out of 499 works which were incomplete at the end of the previous year and 575 tanks selected for restoration only 101 and 8 tanks respectively, were completed in the year under review. Of the new tanks selected during the year as many as 367 were left entirely untouched. In the result 598 tanks remained incomplete at the close of the year. The total number of tanks to be restored is 14,253.

The statement submitted with the report under review shows that a sum of Rs. 42,830 was recovered as contribution this year as against Rs. 52,835 in the preceding year. The figures in the case of the Kolar and Chitaldrug Districts have not been furnished. Nor have any explanations been offered for the omission. It is seen that there is considerable laxity in the matter of recovery of contribution. The Revenue Commissioner is requested to see that the rules are strictly enforced and that cases requiring exceptional treatment are, whenever necessary, reported to Government for orders.

Tank Panchayets have not in any district taken up the work of restoration.

There have been heavy lapses during the year, *i.e.*, over 40 per cent of the allotments, but in the Hassan District, the total expenditure exceeded the allotment by a thousand rupees. The outlay in the Bangalore District was insignificant, not even one tank being completely restored.

Progress in the working of the scheme is slow, mainly on account of the following defects:—

(i) Incompetent subordinate executive maramat staff.
(ii) Inadequate interest on the part of Revenue Officers.
(iii) Inadequate professional supervision.
(iv) Difficulty in getting contractors.
(v) Delay in payment of bills.
(vi) Imperfect inspection by Sub-Division Officers and Deputy Commissioners.

It is essential that these defects should be remedied at once. The proposals regarding the revision of the Maramat establishment and the rules relating to the restoration of minor tanks, are expected to contain the necessary remedial measures. They are now long overdue and should be submitted without further delay.

G. O. No. R. 13567-78—L. R. 15-18-7, dated 24th April 1919.

Minor Tanks Restoration Scheme.

REVIEW ON THE PROGRESS REPORT FOR THE HALF YEAR ENDING 31ST DECEMBER 1918.

The statements have not been prepared with care and the following among other discrepancies are observed:—

(*a*) In the previous reports, number of unrestored tanks is noted as 18,371, while it is stated to be 18,464 now.
(*b*) Number of tanks unfit for restoration was 4,118 in the previous report, while 4,203 are stated to be so now.

The amount spent out of the allotment is very low.

The sum collected by way of contribution is very low, and the progress of work during the half-year is very unsatisfactory.

G. O. No. R. 15671-80—L. R. 15-18-18, dated 6th June 1919.

Lands acquired by Government.

DELAY IN SETTLEMENT OF COMPENSATION.

Instances of great delay in the settlement of compensation for lands acquired by Government have frequently come to the notice of Government, and in a recent case connected with the acquisition of lands for the restoration of the Bandur tank in the Channapatna Taluk, the settlement of compensation had been pending for the unconscionable period of twenty years. This is most unsatisfactory and the delay in the majority of cases is due to the slackness on the part of the Revenue Officers and the non-observance of the instructions conveyed in Government Order No. 1925-35, dated 18th September 1903, which lays down the period limit within which the matter has to be disposed of.

The Revenue Commissioner and the Deputy Commissioners are therefore requested to invite the attention of all the Revenue Officers to the standing orders of Government on the point and to impress upon them that any violation of the rules will be seriously noticed.

G. O. No. R. 14350-58—L. R. 402-18-1, dated 10th May 1919.

Formation of New Taluks.

GOVERNMENT ORDER ON THE PROPOSALS.

After considering the various proposals in the matter received from the Deputy Commissioners and the Revenue Commissioner, a draft scheme was published under Notification No. R. 7942—L.R. 338-15-9, dated 31st January 1918, indicating the proposals of Government to constitute into taluks all the existing sub-taluks, except Alur and Kumsi, which were to be abolished and absorbed in the taluks of Hassan and Shimoga, respectively, and also inviting objections and suggestions from the public. The absorption of Alur and Kumsi Sub-Taluks formed the subject of numerous representations from the people of the localities concerned; and, as a result of further consideration, the Deputy Commissioners of the Hassan and Shimoga Districts as well as the Revenue Commissioner recommend that these two sub-taluks also may be constituted into taluks. This will result in the constitution of nine new taluks in the place of the existing nine sub-taluks.

Government have further considered the question in the light of the available statistics and also of the representations received from the public in the matter. In this connection it may be noted that the scheme of separation of judicial and executive functions which has been introduced into two districts, and which is likely to be extended throughout the State will give more time to Amildars to attend to their revenue duties. It is, therefore, necessary to see that the taluks to be newly created are of sufficient size and importance and do not constitute too light a charge. Roughly speaking, a taluk having an area of 250 square miles, a population of 60,000 and revenue of Rs. 1,20,000 may be considered to be the standard of a third class taluk. In the Malnad where the conditions are different, this scale may be reduced to some extent.

Judged by this test, Government are of opinion that the conversion of the following sub-taluks—Closepet, Koratagere, Turuvekere, Harihar, into *pucca* taluks, is necessary in the public interests. As regards Kumsi Sub-Taluk, Government agree that the absorption of this sub-taluk with Shimoga will make the latter very heavy and accept the recommendation of the Deputy Commissioner that a new taluk should be formed out of the existing sub-taluk with some additions from the neighbouring taluks.

The disposal of the sub-taluks in the districts of Hassan and Kadur was discussed on the spot by the Dewan during his recent tour and the decision arrived at has been embodied in the tour notes. There will be a new taluk at Alur in the Hassan District and two new taluks, Balehonnur and Narasimharajapura in the Kadur District.

Government are of opinion that no case is made out for the formation of new taluks in lieu of the sub-taluks of Gudibanda and French Rocks. The following table gives the details with reference to these two proposed new taluks.

Area	Population	Hoblis	No. of villages	Revenue
				Rs.
Proposed Gudibanda Taluk, 136·00	30,963	3	200	73,978
Do French Rocks Taluk, 147·92	42,215	4	143	62,130

It will be seen that they will be very light charges. Government, therefore, consider that the two sub-taluks of Gudibanda and French Rocks should be absorbed with the adjoining taluks. The Revenue Commissioner is requested to send up complete proposals within two months as to how the absorption can best be effected. A notification will thereupon be published inviting objections or suggestions, if any, from the public, with regard to these two sub-taluks.

The financial effect of this scheme will be a net increase in cost of Rs. 43,332 per annum.

Government direct that this new scheme be brought into force gradually in three years as indicated below and the extra cost on this account be provided for in the budgets of respective years. The scheme will be introduced into the districts in the order noted below.

New taluks to be formed.

During 1919-20...	... Alur, Kunsi and Narasimharajpura.
Do 1920-21...	... Closepet, Turuvekere and Koratagere.
Do 1921-22...	... Harihar and Balehonnur.

G. O. No. R. 14144-94—L. R. 338-15-71, dated 6th—21st May 1919.

Revenue Appeals.

Section 211 of the Mysore Land Revenue Code provides that in computing the period prescribed for filing an appeal, "the time required *to prepare a copy* of the decision or order appealed against shall be excluded." Under this provision what has to be excluded is, clearly, the time required by the officer to whom the application is made for preparing the copy applied for, and not also the time allowed by the applicant to elapse before taking delivery of the copy prepared. There is, however, reason to think that the distinction is not always clearly understood, with the result that sometimes the whole of the period between the date of application and the date on which the party chooses to take delivery is allowed in his favour contravention of the provision of law quoted.

Under the practice prevailing in the Civil Courts, a person applying for a copy of a document is informed, as soon as possible after the requisite copying sheets are furnished, of the probable date on which the copy will be ready for delivery; and such date as well as the date on which the applicant actually appears and takes delivery is invariably endorsed on the copy.

Government consider that a similar procedure may advantageously be adopted in the case of copies required to be filed before appellate authorities under the Land Revenue Code. They are therefore pleased, under Section 233 of the said Code, to prescribe the following Rule, which shall be inserted in Chapter XVII of the Land Revenue Rules as Rule III A.

"III A. As soon as possible after an application for a copy of a document is accepted, the chief ministerial officer or other person authorised in this behalf shall intimate to the applicant in person or by post the probable date on which the copy will be ready for delivery. If the copy is not actually ready on such date, a further intimation shall be given in like manner of the date on which the copy is expected to be ready.

"The whole of the period between the date of application and the date finally intimated as aforesaid—both of which dates shall be endorsed in words on the copy furnished—shall be taken for the purpose of Section 211 of the Land Revenue Code as the time required to prepare the copy."

G. O. No. R. 16171-80—L. R. 145-18-1. dated 18th June 1919.

REVENUE SURVEY.

Revenue Survey Department.

GOVERNMENT REVIEW ON THE REPORT FOR 1917-18.

Re-survey.—During the field season of the year under review, four Measuring establishments dealt with 56,990 fields in 745 villages distributed over an area of 1,126 square miles, as against 33,691 fields in 435 villages, distributed over 327 square miles during the previous year, dealt with by one full Measuring and one Mixed establishment. It appears from the Survey Superintendent's report that all the four establishments were under-manned, with the result that the quantity of work turned out by an establishment in the year under report, compares unfavourably with that of the previous year. The Superintendent is requested to see that each field officer has the full complement of trained men under him.

Classification.—There were two Classing Establishments as in the previous year. Original Classification was executed in respect of 315 fields with an area of 1,572 acres in 2 Inam villages as against 153 fields with an area of 768 acres in 2 Inam villages during the previous year. Re-classification was made in 44,511 fields comprising an area of 104,376 acres in 987 villages, against 35,082 fields with an area of 78,822 acres in 630 villages, during the previous year. Government note with satisfaction that the outturn of work by the Classing Establishments had considerably increased in the year under report.

Re-settlement.—Revised rates were introduced during the year in the late Harnahalli (present Arsikere) and Koppa Taluks, resulting in an increased annual revenue of Rs. 12,274 or 12·64 per cent and Rs. 2,194 or 2·06 per cent respectively. The proposals for the re-settlement of the Chiknayakanhalli and Nelamangala Taluks received during the previous year, were also sanctioned with effect from 1st July 1919. Government regret to note that settlement work is heavily in arrears and that the number of taluks awaiting re-settlement is on the increase. As it appears that this is in some measure due to the delay on the part of the Revenue authorities to promptly supply the statistics required for re-settlement, the Revenue Commissioner is requested to bring home to the local Revenue authorities, the necessity for promptly complying with the requisitions of the Survey Department, in this important matter.

The net expenditure of the department for the year was Rs. 1,75,013 as against Rs. 1,38,735 in the previous year. The average cost per acre of the total area traversed during the year is only Re. 0-3-4 as against Re. 0-7-7 during the previous year. The additional expenditure does not cover the additional revenue received on account of re-settlements introduced.

The operations of the department which is now considerably strengthened should show greater speed in effecting re-settlements which are long overdue.

Government consider it desirable that, like other departments, the Survey Department also, should prepare its annual reports at the close of every official year and are accordingly pleased to direct that the next report should be for the year 1918-19 and submitted by the 15th September next.

G. O. No. R. 13532-9—L. S. 29-18-3, dated 24th April 1919.

Revenue Survey Department.

SCHEME OF RE-ORGANISATION.

The constitution of the Revenue Survey Department differs markedly from the other departments in that the strength of the different establishments and the scale of pay of the members thereof have not hitherto been fixed by Government, both being variable at the discretion of the Survey Superintendent. The cost of the subordinate ministerial and field establishments is met from an annual lump sum provision, and so far as these establishments are concerned the department is run on lines which cannot be considered as over-liberal. For instance, it is a rule that any kind of leave in the field season entails forfeiture of pay. Though nominally there is a time scale, the Superintendent is not bound to, and often does not give, promotions as they fall due by lapse of time.

There is always a paucity of qualified hands in the department which necessitates the retention of a large number of superannuated officials. The defective system of recruitment and promotions in the Survey Department has led, in a certain measure, to its inability to keep up to the programme of resettlement, drawn up by Col. Grant before his retirement, with the result that settlement is overdue in not less than 25 taluks.

Government are therefore pleased to sanction a revision of the department in the manner and to the extent noted below:—

As it is found necessary to provide for an adequate staff of Field Establishment to expedite the heavy arrears of resurvey and resettlement work in the State and to improve their pay and prospects, as well as the office establishment, Government are prepared to sanction an expenditure of Rs. 1,45,000 as against the total normal expenditure of Rs. 80,516 to be distributed as follows:—

	Rs.
Permanent Establishment	1,00,000
Temporary Establishment	45,000

The further details of the re-organisation regarding the Supervising Officers, as sanctioned by Government are given below:—

The superior staff of officers will consist of—

1 Superintendent with the status of a Deputy Commissioner.
1 Deputy Superintendent.
5 Assistant Superintendents.
1 Do (temporary),

These will draw their present pay pending the re-organisation of the Civil Service, which is under consideration of Government.

2 Sub-Assistant Superintendents on Rs. 150—25-2—200.
2 Do do (temporary).
1 Do do for Superintendent's Office (temporary).
1 Do do for charge of the Headquarter and Record Office.
1 Do do for Inam and miscellaneous work.
1 Do do (temporary) for Field Relief work.

Subordinate Establishment.—Government consider that there is no justification for the practice hitherto in vogue, of making a lump sum budget grant to be worked out under the sole discretion of the Superintendent and are therefore pleased to direct that the number of hands in each office and establishment and the scale of pay of the several members thereof, should be fixed and that the same should not be altered without the previous sanction of Government.

In view of the fact that the Department is a special one, the ministerial staff of which can find no opening except in the offices they work in, Government consider it necessary to treat their cases somewhat liberally and are accordingly pleased to direct that the minimum salary of a fully qualified Survey official should not be less than Rs. 20 per mensem.

The officials of the several Field Establishments will be given railway fare and mileage according to the Mysore Service Regulations for the first outward and last return journeys and also for the journeys from one taluk to another in the same Field season. In addition to this they will draw during the Field season, permanent monthly allowances as noted below:—

1. Surveyors of—		
(*a*) Classing Establishments	... Rs. 20	per mensem.
(*b*) Measuring Establishments	... „ 15	„
2. Classers ...	... „ 7	„
3. Karkoons ...	... „ 5	„
4. Measurers ...	... „ 5	„
5. Peons ...	... „ 2	„

These allowances will be increased by 50 per cent when the establishments are working in the malnad.

The Shiknars (or learners) should be started on Rs. 7 per mensem and given Rs. 10 during training and then Rs. 12—15 as probationary measurers until they are eventually confirmed on Rs. 20.

The present system of granting preparation and journey time (Vate-kade) will be abolished and the period required for the journey will be allowed according to the provisions of the Mysore Service Regulations.

Officers in charge of Field Establishments may during the Field Season grant to their subordinates advances not exceeding one month's pay, the same being recovered in three equal monthly instalments.

The existing practice of cutting men's pay for "Harkath" (*i.e.*, days on which no work is done on account of non-co-operation of villagers, inclemency of weather, etc.,) to the abolition of which the Survey Superintendent is strongly opposed, will remain unaltered.

As the work of resettlement operations will decrease in a few years, if the programme now laid down is carried out, Government consider that it is necessary to provide for the gradual reduction of the Survey Establishments and its final absorption into the Land Records Department. As practically all the hands in the Department are however now holding substantive appointments, nothing tangible in the way of reduction of establishments is possible at present. The Survey Superintendent is accordingly requested to submit for the orders of Government a revised proposition statement dividing the existing permanent appointments into two divisions, *viz.*, two-thirds permanent and one-third supernumerary. No further substantive appointments should be made until all the supernumeraries are absorbed into the regular cadre. The sanctioned strength of the department may however be maintained by the entertainment of the required number of men on a temporary basis. The establishment to be retained on a permanent basis should be so constituted that it will in itself be a complete self-contained unit when supernumerary (or temporary) hands are done away with.

As it has been decided to fix permanently the strength and scale of pay of the several establishments, Government consider that the separate establishment of the Deputy Superintendent who is practically the audit officer of the department, should be abolished and the work transferred to the Superintendent's Office.

The re-organisation will take effect from 1st January 1919.

G. O. No. R. 15688-89—L. S. 6-18-11, dated 6th June 1919.

INAM.

Inam Villages.

DECENNIAL REVISION OF POTGI IN ALIENATED SETTLED VILLAGES.

Government agree with the Survey Superintendent and direct that decennial revision of potgi be undertaken in alienated settled villages after obtaining the consent of the Inamdars concerned.

G. O. No. R. 14034-44—L. R. 369-18-2, dated 3rd May 1919.

FOREST.

District Forest Officers.

THEIR RELATION TO DEPUTY COMMISSIONERS.

According to the existing orders, the position of the District Forest Officer is that of an Assistant to the Deputy Commissioner who is the head of the Forest administration in the district. Practically the whole of the District and Range ministerial staff is now appointed by the Deputy Commissioner. The management of the District Forests is vested in him; and in the case of State Forests he is required, in theory, to see that prescriptions of working plans are duly complied with. As regards responsibility for the administration of the department, however, it is the Forest Conservator as Head of the Department and the District Forest Officer who are more or less, solely held responsible.

The system in the Madras Presidency which was similar to that now in vogue in the State, has recently been revised and the District Forest Officers have been made solely responsible for Forest administration in the districts subject to the control of the Head of the Forest Department in all professional, departmental and financial matters, the Collectors being always consulted in matters where the department comes in contact with the public or other departments, such as, on questions of Forest reservation, disafforestation, levy of fees, etc. The Conservator recommends the introduction in the State of a similar change in the working of his department.

Government have considered the subject carefully and agree with the Conservator of Forests that some change in the system of administrative control is necessary; and they are accordingly pleased to direct that the following changes defining the relation between the Conservator and the Deputy Commissioner and District Forest Officer in the working of the department be brought into effect at once.

The general administration of the forests in the whole State shall vest in the Conservator of Forests as the Head of the Forest Department, subject to the control of the Government in the Revenue Department. District Forest Officers will be directly subordinate to him and receive orders and instructions from him. The Deputy Commissioners shall exercise no control over the District Forest Officers on matters which are not specifically provided for in this order.

(*a*) The District Forest Officer shall be responsible for the general management of the State and reserved forests and plantations situated in his district and shall exercise control over the forest establishment employed therein. His powers in respect of District Forests will be subject to the control of the Deputy Commissioner under the standing orders of Government.

(*b*) The Conservator shall have complete control over the District Forest Officer in respect of all matters connected with the Forest Administration of the district, except in cases where his control is subject to the powers vested in Deputy Commissioner.

(*c*) The Deputy Commissioners shall be presumed to be interested in all matters where the Forest Department comes into direct contact with the raiyats or with other departments, such as, proposals for reservation and disafforestation, rules for the management of reserved and unreserved lands and levy of seigniorage, game rules, timber and other transit rules, grazing, supply of firewood to the public, the issue of timber for domestic and agricultural purposes and the like. In all these matters proposals emanating from the District Forest Officer should be submitted through the Deputy Commissioner and those emanating from the Conservator of Forests should be submitted to Government after consulting the Deputy Commissioners of the districts to which the proposals relate.

(*d*) In cases of orders passed by Deputy Commissioners under the existing rules relating to District Forests, which the District Forest Officer considers prejudicial to forest interests, he should address a communication to the Conservator through the Deputy Commissioner who shall forward it with his remarks to the Conservator simultaneously sending copies of both to the Revenue Commissioner for information. In case of difference of opinion, both the Revenue Commissioner and the Conservator may address Government.

Under Government Order No. R. 8727-37—Ft. 54-16-15, dated 22nd February 1918, sanctioning the re-organisation of the Forest Department, the whole of the ministerial establishment has been placed on a provincial scale. The whole staff of the Forest Department including the executive, ministerial, protective and menial establishments will be under the control of the Conservator, subject to standing orders of Government and the Deputy Commissioner shall exercise no power in respect of appointments, promotions, transfers, postings, leave and punishments or in respect of appeals in such matters. The powers of the District Forest Officer in respect of these matters will be confined to posts on Rs. 25 and below. A statement showing the location of powers of the Conservator and the District Forest Officer in these matters is appended.

In future, confidential reports on the work of the gazetted officers attached to districts will be submitted by the District Forest Officers through the Conservator and those on the work of the District Forest Officers and others by the Conservator himself along with those of the Deputy Commissioners. Copies of the District Forest Officer's orders under Section 59 of the Forest Regulation should be submitted to the Conservator direct. Sale of *tangadi* and other minor forest produce requires the confirmation of the Conservator (and not the Deputy

Commissioner as heretofore), when the value exceeds Rs. 500 in each case, the District Forest Officer himself passing final orders in other cases.

In all cases of proposals for the constitution of village forests, the District Forest Officer should be consulted. In order to watch the working of the village forests in each district, the Revenue Commissioner considers that the services of a Ranger for each district under the Deputy Commissioner are necessary. The Revenue Commissioner is requested to consult the Conservator of Forests regarding his requirements and to send up proposals for the orders of Government.

All communications from the District Forest Office will issue in the name of the District Forest Officer and all communications intended for the District Officer shall be addressed to him.

ANNEXURE.

Powers of Forest Officers as regards appointment, promotion, transfer, etc., of Forest Subordinates.

Forest Subordinates	By whom appointed	By whom promoted	By whom transferred	By whom suspended	By whom reduced or dismissed
Rangers	(1) Conservator when duly qualified.	Conservator when the pay is less than Rs. 100.	Conservator from District to District.	District Forest Officer, subject to report to Conservator.	Conservator when the pay is less than Rs. 100.
	(2) Government when not duly qualified.	(2) Government when the pay is Rs. 100 or above.	(2) District Forest Officer within the Forest District.	...	Government when the pay is Rs. 100 or above.
	(3) Government when the pay is Rs. 100 or above.	...	...	...	...
Foresters on Rs. 25 ...	The District Forest Officer.	Conservator ...	As above ...	District Forest Officer.	District Forest Officer subject to Conservator's approval.
Foresters above Rs. 25 ...	Conservator ...	Do ...	Do ...	Do ...	
Guards	District Forest Officer.	District Forest Officer.	Do ...	Do ...	District Forest Officer.
Member of Office establishments on pay exceeding Rs. 25 ...	Conservator ... (2) Government when the pay of the appointment is or rises to Rs 100 and above.	Conservator ... Government ...	Conservator ... Do ...	Conservator ... Do ...	Conservator. Government.
On a pay of Rs. 25 and below ...	District Forest Officer, subject to conservator's approval.	Conservator ...	Do ...	District Forest Officer subject to report to Conservator of Forests.	Conservator.
Temporary Establishment ...	The above principles apply here also.	...	...	...	...

NOTE.—All appointments and promotions referred to above are subject to the ordinary rules regarding Educational qualifications.

G. O. No. R. 12161—71 Ft. 143-16-6, dated 22nd March 1919.

Strength and Prospects of the Controlling Staff.

SCHEME OF REVISION.

The Conservator of Forests has explained the necessity for increasing the strength of the Controlling staff. His proposals involve the addition of six officers to the existing cadre as detailed below:—

I. GENERAL STAFF.

Officers for the existing division charges ...	10
Officers for working plans	2
Officers for important Range charges	4

II. SPECIAL STAFF.

(1) Chemist	1
(2) Sylviculturist	1
(3) Economist	1
(4) Engineer	1

III. MISCELLANEOUS.

Officer for the charge of Game Preserves ...	1
Officers as leave reserve	3
Total number of officers required ...	24
Deduct number under the existing scale ...	18
Number required	6

Government have carefully considered these proposals and are pleased to approve of the suggestions under I. General Staff. in their entirety. As regards the special staff, Government do not consider that there is any immediate necessity for the appointment of a Sylviculturist. The officers in charge of Divisions ought to be able to find out the sylvicultural requirements of forests in their charge and to do the other duties now proposed by the Conservator to be assigned to the Sylviculturist. The question of appointing an expert officer will be considered after the sylvicultural requirements of the various forests have been fully studied and determined. The appointment of the other three specialists proposed by the Conservator of Forests is sanctioned, but they will be given a special grade of pay, *viz.*, Rs. 400—50/2—700 and placed outside the general cadre.

As regards the proposals under III. Miscellaneous, Government do not consider that three reserve officers are necessary for a comparatively small service like that in Mysore. They will practically be additional officers for the department without any definite charge at most times. For the present one reserve officer of the grade of a Sub-Assistant Conservator seems sufficient and is sanctioned accordingly. The continuance of one officer in charge of Game Preserves is also sanctioned.

The normal strength of the Department as revised will stand at 21 as against 18 at present, and its allocation will be as follows :—

4 Deputy Conservators ... 8 Assistant Conservators ...	10 for Division charges. 1 Game Preserves Officer. 1 Working Plan Officer.
6 Sub-Assistant Conservators ...	4 for Range charges. 1 for Working Plans. 1 Reserve.
3 Specialists on Rs. 400—50/2—700.	

The above staff will be exclusive of the officers deputed for special duties who will be seconded in the regular line during their employment on special duty.

As regards the emoluments of these officers, Government do not agree with the Conservator that there is any immediate necessity to raise the scale of pay of Deputy and Assistant Conservators which does not compare unfavourably with that of officers of similar status in other departments. The increment in the case of Deputy Conservators will, however, be made biennial instead of triennial. As men who have passed out of the provincial service course at Dehra Dun are mostly appointed to the grade of Sub-Assistant Conservators and as the pay of the First Grade Rangers has lately been fixed at Rs. 150, Government are pleased to raise the pay of Sub-Assistant Conservators from Rs. 100—25—200 to Rs. 150—25—200.

The revision will be brought into force from the 1st July 1919. The average increase in cost will be Rs. 21,600 per annum.

G. *O. No. R. 13270-1—Ft. 213-17-5, dated 16th April 1919.*

JUDICIAL.

Separation of Executive and Judicial Functions.

Introduction of the Scheme into Mysore and Kadur Districts.

In pursuance of the scheme of separation already sanctioned and introduced into two districts of the State, Government have decided to extend the measure to two more districts, namely, Mysore and Kadur, with effect from the 1st October 1919.

On a consideration of the final report of the officer on special duty, it appears to Government that the tentative allocation of the Courts as sanctioned in the Government Order of 10th May 1918, in regard to the said two districts, admits of improvements in certain respects. They are accordingly pleased to modify the location and jurisdiction of the Courts in the districts of Mysore and Kadur as specified below:—

Mysore District.

1st Class Courts.

Location.	*Jurisdiction.*
1. City Magistrate, Mysore ...	All classes of cases of the Mysore City and Taluk.
2. First Class Magistrate, Mysore ...	All 1st Class cases of the district (except the Mysore City and Taluk) and the 2nd and 3rd Class cases of the T.-Narsipur Taluk.

2nd Class Courts.

1. Hunsur ...	... The Taluks of Hunsur, Yedatore and Heggaddevankote.
2. Nanjangud ...	... Nanjangud, Chamrajnagar, Gundlupet and Yelandur Taluks.
3. French Rocks ...	... Taluks of Seringapatam and Krishnarajpete and the Sub-Taluk of French Rocks.
4. Mandya ...	... Mandya, Malvalli and Nagamangala Taluks.

Kadur District.

1st Class Court.

Chikmagalur ..	... All 1st Class cases of the district and the 2nd and 3rd Class cases of the Chikmagalur and Mudgere Taluks.

2nd Class Court.

Tarikere ...	... The taluks of Tarikere, Koppa and Kadur and the sub-taluks of Narasimharajapura and the Sringeri Jahgir.

Under the above arrangement there will be one 1st Class Magistrate's Court at Mysore, besides the Court of the City Magistrate, Mysore, and one such Court at Chikmagalur. There will be a 2nd

Class Magistrate's Court at each of the following places, *viz.*, Hunsur, Nanjangud, French Rocks and Mandya in the Mysore District and Tarikere in the Kadur District.

The Inspector-General of Police is requested to issue a standing order to the Police in the Mysore and Kadur Districts to invariably obtain demands from the local *ex-officio* Magistrates and not to take the accused persons to the trying Magistrate, if his Court is not located in the same taluk.

The Chief Court will be requested to issue instructions to the Magistrates in the districts of Mysore and Kadur to dispose, before the end of September 1919, of all pending cases of a serious nature, especially those in which the accused are in custody.

G. O. No. G. 27798—805—Cts. 157-18-2, dated 12th June 1919.

Munsiffs.

REDUCTION OF THE PERIOD OF PROBATION.

Government direct that the period of probation in the case of recruits to the Munsiffs' grade be reduced to one year.

G. O. No. G. 27315-16—Cts. 37-18-4, dated 5th June 1919.

MILITARY.

Mysore Soldiers' Board.

ITS FUNCTIONS.

With a view to deal effectively with all questions affecting the interests of serving, discharged and deceased soldiers and non-combatants and their dependents arising after demobilisation, the Government of His Highness the Maharaja have decided to constitute a "Mysore Soldiers' Board."

The Board will deal with the following subjects:—

1. The formation of district records of war services which may serve as the basis for future action;
2. Consideration of the question of land rewards for non-combatants and discharged soldiers;
3. The question of preferential treatment in obtaining employment under Government;
4. Educational concessions for retired soldiers' children;
5. The after-care of the incapacitated and wounded soldiers, and the establishment of special institutions and training to serve this purpose;
6. The safeguarding, by provincial and district committees, of the general interests of discharged soldiers. These committees should advise and watch the interests of soldiers who have been absent from their holdings for a long time.
7. Consideration, in collaboration with the military authorities, of the whole subject of demobilisation in its civil aspects, in relation to prevailing economic conditions;
8. All questions connected with demobilisation; and
9. Any subjects that may specially be referred by Government.

Details regarding meetings, rules of procedure, etc., will be settled by the Board.

G. O. No. G. 182-194—Mily. 323-18-10, dated 14th June 1919.

SANITATION.

Sanitary Inspectors.

SCHEME OF RE-ORGANISATION.

Government have considered the views of the local bodies in this connection and are pleased to direct that the general principles enunciated in the Government Order of the 10th November 1917, be adopted and given effect to in all the areas under the District and Taluk Boards, Kolar Gold Fields Sanitary Board, and Municipal bodies with the following modifications as regards the scale of pay :—

Sanitary Inspectors will start on a pay of Rs. 30 and be on probation for two years after which they shall draw pay as noted in the margin.

From	3rd to 7th year	30-2-40
,,	8th to 13th ,,	40-2-50
,,	14th to 18th ,,	50-2-60
,,	19th to 25th ,,	60-$\frac{5}{2}$-80

Every District Board will also be permitted to employ a reserve Sanitary Inspector for emergent work in connection with epidemics or for relief duties in casual vacancies.

As regards the grant of a pony allowance to Sanitary Inspectors, recommended by the Deputy Commissioner of the Hassan District, Government consider that, since the proposals already formulated leave out of account this question, provision having been made for cycle allowance only this question may be disposed of by allowing the local bodies to grant at their option a pony allowance of Rs. 20 in the case of Sanitary Inspectors and Rs. 25 in the case of Chief Sanitary Inspectors, per mensem, instead of the cycle allowance of Rs. 10 in the case of Sanitary Inspectors.

As for the employment of Sanitary Inspectors in Municipalities with an income of Rs. 5,000 and above, it is observed that some of the Municipalities consulted have expressed different opinions in respect of the details of the scheme proposed. The Sanitary Commissioner is also of opinion that in view of the low finances of most of these bodies it would not be fair to commit them to an ultimate annual expenditure of about Rs. 1,000. Government agree with the Sanitary Commissioner in this view, but having regard to the sanitary interests of the larger Municipalities in the State it is necessary to lay down some definite ruling in the matter. Government are accordingly pleased to direct that in all Municipalities with a normal annual income of not less than Rs. 7,000 at least one Sanitary Inspector shall be employed, the City Municipalities of Bangalore and Mysore and the Kolar Gold Fields Sanitary Board being permitted to employ as many Sanitary Inspectors as their funds permit and needs require, besides Chief

Sanitary Inspectors referred to in the Government order of 10th November 1917, whose employment, however, will be left to the discretion of the local bodies mentioned therein.

As regards the smaller Municipalities in the State, Government consider it sufficient if one or more Sanitary Maistries, each on a pay of Rs. 15, is employed according to the needs and financial condition of each local body concerned.

Government in agreeing with the opinion of the Mysore District Board are pleased to order that transfer of these officers from one district to another be made by the Sanitary Commissioner, with the mutual consent of the respective Boards, while transfers in a district between Taluk Boards may be done by the President of the District Board himself, and between a Taluk Board and a Municipal Council with the consent of the Presidents of both the local bodies.

G. O. No. R. 16474-95—Ml. 184-16-23, dated 24th June 1919.

EDUCATION.

Public Instruction in Mysore.

Review on the Report for 1917-18.

The brief statistical summary given below represents the progress in education in 1917-18 as compared with the previous year :—

—	1916-17	1917-18	Difference
I Number of institutions	7,436	9,633	+2,197
II Their strength	301,948	338,872	+36,924
III Percentage of boys at schools to population of school-going age.	62·2	68	+5·8
IV Percentage of girls at school to female population of school-going age.	13·3	14·2	+·9
V Expenditure on public institutions...	Rs. 32,97,561	31,43,346	—1,54,215
VI Total grants-in-aid	3,77,540-9-11	4,54,770	+77,229-6-1
VII Average cost of education ...	0-9-3	0-8-9	—0-0-6
VIII Proportion of area to each school ...	1 for 3 sq. miles	1 for 2¾ sq. miles	......
IX Proportion of pupils to population ...	1 in 16	1 in 16	......

Out of the total number of boys, 88·25 per cent were in primary schools; 9·88 per cent in the middle and 1·87 per cent in High Schools; and of girls 94·23 per cent in Primary Schools 5·57 per cent in the middle and 0·20 per cent in High Schools.

Expenditure.—The total expenditure in the year on education was Rs. 31,43,346 as against Rs. 32,97,561 in 1916-17, the decrease being due to the transfer of expenditure on Arts Colleges to the Mysore University. Of this 61·54 per cent was met from State Funds, 18·66 per cent from local funds, 1·21 per cent from Municipal Funds, Rs. 11·04 per cent from fees and 7·90 per cent from all other sources. Rs. 14,48,533 were spent on Government Institutions, Rs. 6,52,944 on Aided Institutions, Rs. 3,44,260 on buildings and furniture, Rs. 6,74,215 on other items of expenditure. Of Rs. 3,55,956 realised from fees, Rs. 1,30,202 were credited to private funds.

(*a*) *Collegiate Education.*

Including the entrance class at Shimoga, started in July 1917, there were five Collegiate High Schools in 1917-18 with 383 pupils. Two additional science sections in the Government Collegiate High Schools and Entrance Classes in History in the Wesleyan High Schools at Bangalore and Mysore have since been opened to provide for the large number of students seeking admission to the Entrance Classes. Out of 407 candidates for the Mysore University

Entrance Examination only 138 or 34·24 per cent passed. Government have recently on the recommendation of the Inspector-General of Education, sanctioned the appointment of a large number of Honours graduates who have passed with distinction to the staff of the Collegiate High Schools and they have also approved of the improvement of the staff of the High Schools by the appointment of specially trained and capable teachers. Government trust that every effort will be made in the coming year to increase the efficiency of teaching in the High Schools which leaves much room for improvement.

(b) *Secondary Education.*

High Schools.—The number of English High Schools for boys increased from 14 to 16 and for girls from 2 to 3. Their strength increased from 5,730 to 6,247 and 39 to 70, respectively. A new English High School at Davangere was opened during the year. The number of Kannada High Schools was six. The District Normal Schools at Bangalore, Tumkur and Shimoga were raised to the status of Kannada High Schools. Out of 1,050 candidates for the S. S. L. C. Examination, 591 or 56 per cent were declared eligible for the Collegiate course and the Public Service. Two hundred and eight candidates passed under the compartmental system. Of the successful candidates 475 were Brahmins, 93 other Hindus, 18 Mahomedans, 4 Christians and 1 Jain.

The reforms introduced in Secondary Education were (1) the introduction of the compartmental system of examination, (ii) the grant of permission to appear for the public examinations by private study, and (iii) the revision of the curriculum of studies by regrouping and recombination of optional subjects so as to afford greater facilities for Industrial and Commercial Education. The question of further remodelling Secondary Education so as to introduce polytechnic courses is under consideration. Government note that the various aspects of the improvement of Secondary Education are receiving the special attention of the Inspector-General of Education.

Anglo-Vernacular Schools.—The number of Anglo-Vernacular Schools in the State was 228. English classes were opened in 52 schools in the year. The number of Vernacular Middle Schools rose from 89 to 93. Three thousand five hundred and fifty candidates appeared for the Kannada Lower Secondary Examination of whom 886 or 25 per cent passed. The low percentage is due largely to failures among private candidates. Two thousand four hundred and sixty one candidates appeared for the English Lower Secondary Examination of whom 910 or 37 per cent passed. The Inspector-General of Education reports that increase in staff and recruitment of better qualified staff are necessary to secure better results. Some of his proposals in regard to increase of staff have since been sanctioned.

(c) *Primary Education.*

The number of Primary Schools in the State rose by 1,934 and their strength by 21,145. At the end of the year the total number of

Primary Schools was 8,207 with a strength of 233,624. Of these 54,041 were Lingayets, 19,972 Brahmins, 25,229 Mahomedans and 12,535 Depressed Classes. The number of Adult Schools rose from 1,020 to 22,84 and their strength from 23,000 to 41,804. The expansion of primary education on the grant-in-aid basis has been effected on a large scale in recent years and there is at present one Primary School for every 2¾ square miles or for a population of every 600 roughly. Government agree with the Inspector-General of Education that in future greater attention should be devoted to secure increased stability, popularity and efficiency in regard to the schools already started and further expansion determined with reference to the resources of the Department to adequately cope with them.

The question of timely payment of salaries and grants to the large number of schools situated in the interior of taluks has engaged the attention of Government and orders have been recently issued on the subject.

Government have sanctioned increase of teaching staff to Primary Schools at an additional cost not exceeding Rs. 44,824 per annum on the basis of one additional teacher for every thirty students.

Compulsory Education.—An important development of this scheme during the year was its application to the girl population in the Bangalore and Mysore Cities between the ages of 7 to 10. In respect of boys, 170 new centres were brought under the operation of this scheme. The scheme has been applied in respect of a population of 650,000 and has been in active operation in 68 centres. Preliminaries connected with the taking of the necessary census, formation of attendance committees, etc., were completed in 170 centres during the year. In all the compulsory areas, 12,707 boys were newly admitted to schools. One thousand nine hundred and seventy-two warnings were issued and 11 prosecutions instituted, 3 ending in conviction.

(*d*) *Special Intsruction.*

Training Institutions.—Arrangements were made for increasing the supply of trained teachers for boys by increasing the number of vacation training classes, the opening of additional classes in Normal Schools and the institution of additional scholarships for teachers of the Government and Grant-in-aid Schools and of 100 scholarships of Rs. 6 each per mensem for private students joining the Lower Secondary Class of District Normal Schools. An institution for training Hindustani School mistresses was opened in August 1917 and 17 pupils were admitted therein, of whom 8 were trained during 1917-18. Stipends were instituted in Upper Secondary Classes of Kannada Girls' High Schools and arrangements were made for attaching a Kannada High School Department to District Normal Schools and for opening Upper Secondary Training sections in Kannada High Schools. A batch of thirty-seven teachers underwent a short course of 6 to 8 weeks in Agriculture. It is proposed to run longer courses of one year in connection with the Training College, Mysore.

There were in all eleven training institutions in the year with a total strength of 488 (448 males and 40 females) against 469 (437 males and 32 females) in the previous year. The total number of teachers trained during the year was 488 and the total number of trained and untrained teachers at present is 1,454 and 2,919 respectively. Three hundred and sixty teachers were also trained in the special vacation class or six weeks in April and May.

Industrial Education.—There were twenty-two Industrial Schools for boys and four for girls against twenty-four for boys and three for girls in the previous year with a total strength of 1,627 (including 210 girls) against 1,526 (including 183 girls) in the previous year.

The courses of studies in the Industrial Schools are being revised so as to co-ordinate the various grades of Industrial Education. To improve the efficiency of the Industrial Schools, the Inspector-General suggests the establishment of boarding houses, the provision of adequate work deposits, the enforcement of the attendance of pupils throughout the scheduled course of studies and increase in the value of the scholarships. His detailed proposals are under consideration. Out of the total number of 1,015 pupils in all the Government Industrial schools, 371 were Brahmins, 31 Kshatriyas, 24 Lingayets, 22 Vokkaligars, 124 Mahomedans, 50 Christians, 237 caste Hindus and the rest other classes. The Chamarajendra Technical Institute continued to work satisfactorily. Out of 35 candidates sent up for the Madras Government Technical Examinations, 27 passed, of whom 9 were in the first class. The subjects taught in the institution are:—(1) Carpentry and Cabinet making, (2) Smithy and Fitter's work, (3) Metal Work, (4) Rattan and mat making, (5) Wood carving, (6) Inlaying, (7) Engraving, (8) Portrait and painting, etc. (9) Decorative art, and (10) Modelling.

Government are glad to note that several of the schools did good work this year, the Industrial School at Channapatna in particular, as regards lacquer work. The good work said to have been done by the Superintendent of this school, Mr. M. G. Ramachandra Rao is also noted.

The carpentry schools are reported to have been popular. Government approve of the Inspector-General's recommendations to continue the system of deputing the Superintendents of Industrial Schools for a time to undergo further training in firms or Industrial Schools elsewhere to improve their efficiency.

Weaving Schools.—During the year under report there were 5 weaving schools, 3 Government and 2 aided with a total strength of 63. The Government schools imparted instruction in carpentry as applied to loom-making and repairing in addition to the regular courses in weaving. Government have since sanctioned the remodelling of the weaving school at Dodballapur on the lines recommended by the Inspector-General.

Practical Instruction.—These classes continued to be popular. The number of classes increased from 170 to 290 and their attendance from 3,101 to 7,906. The Inspector-General of Education reports that the pay and qualifications of the teachers should be raised and that better accommodation should be provided for these classes. His detailed proposals are awaited.

School of Mechanical Engineering, Bangalore.—The strength of the institution rose from 133 to 170, of whom 117 were Brahmins; 66 were under training in the higher grade courses in Electrical and Mechanical Engineering and 104 in the lower grades in these subjects and in Motor Mechanics. In the first Technical Board Examinations held during the year 49 passed out of 75. The work of the other Engineering Schools was also satisfactory. Four Assistant Commissioners were trained in Elementary Engineering.

Commercial Schools—The Government Commercial School continued to work satisfactorily. Its strength rose from 187 to 217. The results of Examinations were also satisfactory. The strength in the Commercial Section of the Chamarajendra Technical Institute rose from 123 to 167. Three more Commercial Classes were opened in the High Schools. Government are pleased to note the growing indications that Commercial Education is increasing in popularity. The Inspector-General is requested to devote special attention in the current year to the extension of Commercial Classes in English in High Schools and in Kannada in Anglo-Vernacular Schools and to see that they meet the need of persons engaged in business.

The school for the Deaf Mute and the Blind continued to work satisfactorily. Government have recently sanctioned increase of grant-in-aid to the school.

Oriental Studies.—The Maharaja's Sanskrit College had a strength of 211. The Inspector-General of Education reports that the strength of the Chamarajendra Sanskrit College, Bangalore, fell from 114 to 56. The sudden decrease requires explanation. The results of the Vidwat Examinations were satisfactory, 32 passing out of 39 examined. Sanskrit Education in the State was reorganised during the year and placed on a sounder basis. The main features of the re-organisation related to.—

(1) The introduction of a revised curricula of studies into the Sanskrit Schools in the State.

(2) Revision of the syllabus for the Vidwat and Mahavidwat courses.

(3) Institution of scholarships and prizes for all grades of studies.

(4) Re-organization of the Sanskrit Colleges at Bangalore and Mysore.

(5) Appointment of a strong independent Board in addition to Managing Committee to supervise the examinations and to maintain an efficient standard of qualifications of the candidates.

(6) Compilation of text-books and the introduction of improved methods of teaching in the earlier stages.

The number of Sanskrit Schools rose from 53 to 64. The total strength of all Sanskrit Schools rose from 2,263 to 2,566. It is interesting to note that of the pupils 17 were Mahomedans and 147 girls.

(*e*) *Women's Education.*

The strength of the Maharani's College rose from 372 to 398, of whom 50 were in the College and High School classes. The strength of the Vani Vilas Institute rose from 215 to 370.

The number of girls' schools rose from 607 to 683 and their strength from 35,009 tc 37,948. Including the number of girls in the boys' schools, the total number of girls under instruction was 59,944. The percentage of girls under instruction to the total female population of school-going age rose from 13·4 to 14·2. The number of Home Education Classes rose from 6 to 17 with a strength of 297 adult ladies, of whom 70 were under instruction in the Mahilasevasamaja. Among important reforms for the advancement of women's education may be mentioned the introduction of compulsory education for girls in the Cities of Mysore and Bangalore and the scheme of scholarships. Proposals for the re-organisation of the Inspectorate for girls' schools are under consideration of Government. The general condition of girls' schools was on the whole satisfactory. The common needs of most of the schools are more women teachers, buildings, adequate contingent grants and provision for teaching music. The question of revising the courses and curricula of studies in girls' schools so as to suit the requirements of women and the employment of a separate inspecting agency is under the consideration of Government.

(f) *Education of Special Communities.*

During the year there were 4 schools for Europeans and Eurasians with a strength of 569, of whom 477 were Europeans.

Education of Mahomedans has been receiving special attention. The number of schools for Mahomedans rose from 701 to 815. Of these 6 were Anglo-Hindustani Schools, 55 Middle Schools for boys, 32 for girls, 600 primary boys' schools and 122 for girls. The total expenditure on Mahomedan Education during the year was Rs. 1,92,593 and the total number of pupils under instruction 41,594. The percentage of Mahomedan boys and girls under instruction to the total Mahomedan population of school-going age is reported to be 137·21 and 48·94 respectively. Government were pleased to sanction several special facilities for the education of Mahomedans. The rates of cart-hire to girls' schools were raised. Special arrangements were sanctioned for appointing an adequate number of qualified Mahomedan teachers from outside the State for the efficient organisation of Mahomedan education as local candidates were not available. There were 8 Mahomedan pupils in the Arts Colleges, 297 in the High Schools, 10,576 in the Middle Schools, 29,485 in the Primary Schools, 45 in the Training Schools, 191 in the Industrial, and 992 in the practical instruction classes. Government infer from the above figures that the number of Mahomedan pupils reaching higher standard is considerably low. The Inspector-General is requested to submit detailed proposals for encouraging higher education of Mahomedans.

Backward and Depressed Classes.—Considerable attention was devoted during the year to the education of the backward and depressed classes and numerous facilities were sanctioned during the year. The number of schools for depressed classes rose from 349 to 496 and their strength from 10,521 to 12,358. The proposal to meet the cost of school buildings for backward classes wholly from the

Government funds has been sanctioned and a special provision of Rs. 25,000 for this purpose and an allotment of Rs. 25,000 for equipment for these and other schools were also sanctioned. A special grant of Rs. 50,000 was made for the development of Panchama education. A Panchama Boarding School for Tumkur and one on a smaller scale for Chikmagalur were sanctioned. Out of the above provision of Rs. 50,000 a Central Training Institute for Panchamas was started at Mysore. The course of instruction in the Central Panchama Institute, Mysore, combines both general and industrial education. The chief industries taught are carpentry, smithy, weaving, mat-weaving, boot and shoe-making. The school has earned a reputation for the excellence of the work turned out in weaving and shoe-making. A provision of Rs. 1 lakh was sanctioned for scholarships to the backward and depressed classes and the administrative control of these scholarships was transferred from the Education Committee to the Inspector-General of Education in Mysore.

Physical Culture.—Physical culture class was opened in the Collegiate High School, Bangalore, on the 8th April 1918 and Scout training was introduced during the year with Mr. Frank C. Irwin as Scuot Master. The scheme has been working satisfactorily. Thirty teachers were trained both in Physical Education and Scouting. Government regret to note that there was no systematic medical inspection of pupils during the year. The Inspector-General of Education is requested to arrange in consultation with the Senior Surgeon to enlist the co-operation of the District Medical Officers in this important matter on the lines set forth in Government Order No. 5220-68—Edn. 164-14-2, dated 24th March 1916.

Religious and Moral Education.—The instruction in the lowest classes was confined to devotional songs and stories and in the higher classes religion is taught on non-sectarian lines. Government agree with the Inspector-General that the utmost care is necessary in the selection of teachers for these subjects, who should be men with real aptitude and enthusiasm for the work and as far as possible qualified by their own character and behaviour to enforce the principles taught.

Book Depot.—The transactions of the institution continued to be very heavy. Books worth Rs. 11,977-7-9 were supplied to schools and officers. No regular stock-taking has been done and without this it is not possible to judge whether the transactions in the Depot have resulted in loss or gain to the Depot. The re-organization of the depot is under consideration of Government.

Grant-in-aid.—The total amount disbursed as grant-in-aid during the year was Rs. 4,54,770, of which Rs. 4,30,461 was from State Funds, Rs. 5,165 from Village School Funds and Rs. 19,144 from Municipal Funds. Of the State grant, Rs. 16,560 was spent on High Schools, Rs. 3,540 on Anglo-Vernacular Schools for girls, Rs. 23,844 on Sanskrit Schools, Rs. 11,209 on Industrial Schools, Rs. 16,130 on students' hostels and Rs 9,567 on special institutions.

A sum of Rs. 13,057 was spent from State funds towards building and other lump sum grants, of which Rs. 9,915 was paid for building works, Rs. 7,142 for books, maps, furniture and other appliances.

Text-books.—A large number of books was reviewed, revised, printed and patronised in the year and a large number of books is under preparation.

Buildings.—A total expenditure of Rs. 2,04,991 was incurred on Educational buildings during the year—Rs. 1,40,903 from the State Funds (Rs. 43,164 for High Schools,$_3$ 59,494 for Taluk Schools and Rs. 38,245 on special institutions) and Rs. 63,588 on village school buildings from the State Fund grant for the construction of primary school buildings. The Public Works Department spent Rs. 1,62,958 (Rs. 1,20,715 from the Department of Public Works budget and Rs. 42,243 from the State grant village school budget against a sum of Rs. 82,008 placed at its disposal) and the Education Department spent Rs. 41,533 from both State and Village School Funds.

Work of the controlling agencies.—The Inspector-General of Education toured 60 days in four districts and visited 136 different institutions of all grades.

Sufficient information has not been given about the work of the Technical Assistant regarding inspection, school supervision, etc. Full information should be furnished in future on the work of the officer in all branches of work. The nature of work done by the Special Officer, compulsory education, is also not reported upon.

The Inspectorate.—The Circle Inspectors of Bangalore and Mysore inspected 345 and 525 schools respectively. Among District Inspectors the largest number of schools was inspected by Messrs. M. Ramaswamaiya and M. Venkatasubbiah, *viz.*, 450 and 448 respectively. Messrs. Tirumalachar, K. Narayana Rao and Mahomed Davood did also a fair amount of inspection. The inspection work of others was not satisfactory as the number of schools inspected and the period of itineration is reported to have been below the average. The Inspector-General is requested to issue detailed instructions to the inspecting officers so as to secure adequate itineration and detailed inspection and to avoid hurried visits.

The work of the Assistant Inspectors was on the whole satisfactory as regards itineration and efficiency of inspection. Government are glad to note that apart from the duty of inspection some of these officers devoted themselves to the organization and management of Teachers' Association, popularisation of education in backward rural areas and stimulating private enterprise in the cause of education. The Inspector-General of Education reports that the strength of the subordinate inspectorate is inadequate as at present there is only one inspecting officer for every 200 schools. Orders have recently been passed regarding the re-organization of the Inspectorate at an additional expenditure of Rs. 50,000 per annum.

The Supervisors are reported to have worked energetically most of them having toured for over 220 days. The Inspector-General is however not emphatic about the educational value of their inspections. With the recruitment of only experienced officers and regular interchange between the inspecting and teaching staff Government trust that the efficiency of all grades of the Inspectorate will be raised.

Hostels.—The number of recognised student hostels in the State increased from 32 to 33. All the hostels continued to be popular. The question of increasing the facilities for the accommodation of students from rural parts by opening hostels at District and Taluk Headquarters is under the consideration of Government. They agree with the Inspector-General about the need for the systematic medical inspection of the boarders at the hostels and await the Inspector-General's proposals in the matter.

Co-operation of the people.--Government are glad that in the spread of education the Village School Committees are reported to be co-operating enthusiastically. In fact the Inspector-General expresses indebtedness to them for the high tone of efficiency and discipline of several village schools. Contributions of over half a lakh of rupees were received from public spirited gentlemen for the cause of education during the year and have been suitably acknowledged.

The work of the Department during the year on the whole was satisfactory. But Government consider that the development of the work of the Department for some time to come should be directed more towards the perfecting of the existing system than in merely increasing the number of schools. There is considerable work to be done in the consolidation of the existing primary schools, in the improvement of secondary schools, in the training of teachers, in the encouragement of the attendance at school of the backward and depressed classes, and in securing the closest co-ordination between the various grades of education in courses and curricula, and raising them to a higher standard of efficiency. In several matters connected with these all important questions, proposals have been received from the Inspector-General of Education. They are now under the consideration of Government with a view to their laying down a continuous policy of improvement and expansion.

In conclusion Government are pleased to place on record their appreciation of the zeal and ability with which Mr. Reddy has endeavoured to deal with the more urgent and complex problems connected with educational development and hope that the efforts of the Department as a whole will result in a higher standard of efficiency and the adoption of a liberal policy of expansion and encouragement in regard to the backward communities throughout the State.

G. O. No. 8765-8809—Edn. 226-18-2, dated 13th March 1919.

Visual Instruction.

SCHEME INTRODUCED IN SHIMOGA AND CHITALDRUG DISTRICTS.

Government are pleased to direct that the scheme of Visual Instruction be introduced as an experimental measure in one Malnad and one Maidan District Headquarters, *viz.*, Shimoga and Chitaldrug, and the same be worked under the supervision of the Education Department, the services of the Lantern Exhibitor attached to the office of the Inspector-General of Education being also utilised in this connection. The Inspector-General of Education may select other representative districts if he considers them more suitable for giving effect to the experiment and report the same to Government if any alteration is proposed. A sum of Rs. 2,000 will be provided for the purchase of the new lanterns required and repairing of old ones.

The Inspector-General of Education is requested to arrange for the purchase of new and repairs of existing apparatus required in this connection. He is also requested to make the necessary arrangements to give the operators the requisite training in lecturing and demonstration work, for enlisting popular interest in such demonstration and for efficient supervision of the work.

G. O. No. 9139-41—Edn. 177-18-7, dated 21st March 1919.

Panchama Education.

ESTABLISHMENT OF SCHOOLS IN RURAL AREAS.

There is at present a Central Panchama Educational, Industrial and Training Institute at Mysore in which provision has been made for the boarding of 200 pupils. The Panchama Boarding School at Tumkur affords accommodation for 40 students and one on a smaller scale has been sanctioned for Chikmagalur with accommodation for 12 students.

The Inspector-General reports the need for similar Central Boarding Schools at the other district headquarters providing for general education in English and Kannada up to the Lower Secondary standard combined with industrial training and has submitted proposals for the establishment of such schools at Hassan, Shimoga and Bangalore.

On a careful consideration of the subject, Government are of opinion that the opening of more Boarding Schools may be postponed for the present. The existing three schools provide also for boarding and thus facilitate the immigration of pupils from the other districts for advanced training. There is thus no immediate need to open similar institutions in too many centres at a time. These schools should for some time be primarily utilised for providing teachers for expanding education among the Panchamas in rural areas and care should be taken to prevent them from becoming expensive institutions merely for imparting higher education to a few. The standard of living in the Boarding Schools is also unduly high and should be so adapted as to give pupils a cleaner and healthier outlook without introducing costly methods of life in towns and a standard of living beyond their average means.

Government consider that greater activity is necessary in increasing the number of Rural Panchama Schools. The Inspector-General is requested to prepare and submit for the consideration of Government a scheme for the establishment of Rural Panchama Schools so as to provide for a school in all important centres of Panchama population where not less than 20 pupils may be expected, with details about buildings, equipment, etc. Necessary standard plans may also be prepared for school buildings of an inexpensive type. The location of the schools and the conditions of school life should be such as not to create a distaste to their ordinary occupation and rural surroundings. Accommodation may be provided for the Headmasters near the school buildings. The school may impart practical instruction in Agriculture or some other industry. Simple instruction up to the vernacular primary standard combined with elementary industrial training should be provided. As far as possible the boys should be educated to be self-reliant and to put in some work wherever possible towards their own maintenance and comfort.

G. O. No. 10484-6—Edn. 311-18-3, dated 22nd April 1919.

Library Organization in the State.

SCHEME OF FURTHER DEVELOPMENT.

The Library Department at present comprises the following sections:—

(i) The two Public Libraries in the Cities of Bangalore and Mysore.
(ii) District and Taluk Libraries.
(iii) Rural Libraries.
(iv) Travelling Libraries.

The development of Public Libraries throughout the State has received the special attention of the Education Committee from the time the Economic Conference was started. The several schemes referred to above have been initiated at the instance of the Committee from time to time and worked under their direction. As the schemes may now be considered to have passed the experimental stage, Government consider that the time has arrived for sanctioning some permanent arrangements for the future working of the scheme.

In connection with his proposals for the supervision of school libraries, the Inspector-General of Education has also suggested that it would be conducive to economy and efficiency if the Public Libraries are transferred to the department and the librarians made departmental officials.

As the popularity and usefulness of libraries will depend entirely on the extent of the co-operation and enthusiasm such institutions are able to command from the local public, Government consider it essential that as far as possible the development and working of these institutions should be left to local agencies. The Public Libraries in the Cities of Mysore and Bangalore which are now managed in an efficient manner by responsible Committees will therefore continue to be managed as before by them. These Committees will, for the present, be directly appointed by Government and shall submit annual report of the working of the Libraries to Government in the Departments of Education and Agriculture. The District and Taluk Libraries elsewhere will be associated with Advisory Committees. Subject to the above reservations, Government are pleased to approve of the proposal that the library organization as now existing be placed for purposes of administrative control under the Education Department with effect from 1st July 1919, and the staff employed transferred to that department. The interest of District Boards, Municipalities, Local Revenue Officers and organisations, should be enlisted so as to secure the expansion of the movement on progressive lines. The functions of the department should be confined to administrative acts such as allotment, disbursement and accounting of funds, technical advice by the expert staff and general assistance in making the working of the institution and the staff efficient.

The Library Organiser recently appointed for charge of the libraries under the Education Committee will be transferred to the Education Department. In addition to assisting the Inspector-General of Education in the management of the Public Libraries and the organisation and inspection of school libraries, the Library Organiser will be in charge of the Library and Publication Branch of the Office of the Inspector-General of Education. He will be assisted in his work of organising and inspecting libraries by two Inspectors of Libraries on a pay of Rs. 75—10—125 each. The appointment of the Librarian and General Editor of Departmental Publications which will thus become unnecessary will be discontinued. The Library Organiser will in addition to his work in connection with the General Libraries attend to the work hitherto being done by the Librarian and General Editor of Departmental Publications referred to above in accordance with a programme to be drawn up by the Inspector-General of Education and approved by Government. The Inspector-General of Education will be requested to take needful action in the matter as soon as the Library Organiser is relieved of his work under the University and takes charge of his new duties. The Library Organiser will render with the approval of the Inspector-General of Education any technical help that the Committees of the two City Libraries may require from time to time.

The recommendation of the Education Committee to increase the establishment of the Bangalore Public Library is also sanctioned.

The establishment of the Libraries at Bangalore and Mysore will be continued for a further period of one year from 1st July 1919.

The other schemes will also continue to work on the existing basis.

The existing rules regarding grants to libraries will remain in force subject to the following modifications:—

(*a*) All grants to District, Taluk and Rural Libraries admissible under the rules where the amount of the grant does not exceed Rs. 250 will be sanctioned by the Deputy Commissioners and Presidents of District Committees.

(*b*) All grants above Rs. 250 and not exceeding Rs. 500 will be sanctioned by the Inspector-General of Education.

(c) Grants in excess of Rs. 500 or not provided by the rules will be sanctioned only by Government.

G. O. No. 11370-82—Edn. 7-18-93, dated 20th May 1919.

Backward classes.

REVISED RULES REGARDING DISTRIBUTION OF SCHOLARSHIPS.

In rule 6 of the rules for the award of Backward Classes Scholarships approved by Government in their Order No. 2200-50—Edn. 42-17-39, dated the 29th August 1917, it is provided that the scholarships in the third, fourth and the fifth grades shall be allotted to the various districts and taluks in the proportion of the total population of the Backward Classes in each area concerned, the number of scholarships so allotted to each area being again sub-divided among the various Backward Communities therein in proportion to their population. In their Order No. 102-50—Edn. 42-17-120, dated the 3rd July 1918, Government have also approved of the principle that small communities may be clubbed together and scholarships allotted to the combined group on the basis of population The Inspector-General of Education points out that it has not been possible to apply the former rule satisfactorily as the students of a particular community in a district bear no real relation to the strength of that community and the result everywhere therefore has been that there is great disproportion in the allotment of the scholarships among the various communities. The number of applications received is far in excess of the scholarships available in the more educationally advanced parts of the State especially in the Cities of Mysore and Bangalore to which a large number of students are attracted from other parts of the State. He therefore suggests that the scholarships should be awarded on the basis of the attendance of the pupils of each community in each district. The object of the scheme being however the encouragement mainly of the less educationally progressive communities and specially of those inhabiting rural areas the application of the attendance test without reference to population is likely to operate to the disadvantage of those communities. The scheme is introduced specially to benefit those whose numbers though large are yet most backward in education. With a view to facilitate the prompt allotment of the scholarships, Government are pleased to approve tentatively as proposed by the Education Committee the adoption of a modified principle involving the application both of the population standard and the attendance basis. The following rules are sanctioned tentatively for a period of two years for awarding the scholarships:—

(i) The total number of scholarships of the different grades shall be divided among the different communities in proportion to their total population in the State.

(ii) Small communities numbering less than 4,000 each shall be grouped so as to bring their total to about 4,000 and each such group shall be allotted one scholarship.

(iii) The scholarships allotted to each community as stated above shall be sub-divided among the several districts and taluks on the basis of the total attendance of the number of pupils of that community in the respective grades of education in the previous year in each unit area.

(iv) If any scholarships remain unutilised in any grade in any district, they shall be first made available to pupils of the same grade and of the same community in the other districts in which the allotments fall short of the number required, the distribution being made proportionately to the needs of each district.

(v) If after such allotment of the scholarships of one grade any remain unawarded, they may be granted to pupils of the same community in other grades in the district to which they were originally allotted, each lower grade being taken after the requirements of the one immediately higher are satisfied and the distribution being confined to that district only.

(vi) If any scholarships should still remain unutilised, the amount may be given for supply of books, slates and other school requisites to the poor pupils of the same community.

As regards the agency for awarding these scholarships, Government approve of the recommendation of the Inspector-General of Education to appoint *ad hoc* Committees in each taluk and district for the purpose. The Committees will hold office, for a period of two years and will consist of 5 members 2 of whom including the Secretary will be Educational officers and 3 non-officials. The non-official members of Taluk and District Scholarships Committees should be selected in consultation with the Deputy Commissioners. The appointment of members of the District Scholarship Committees will be subject to the approval of Government.

G. O. No. 11767-70—Edn. 47-17-135, dated 31st May 1919.

INDUSTRIES AND COMMERCE.

State aid to Industries.

SCHEME OF FURTHER INDUSTRIAL DEVELOPMENT.

In G. O. No. 4038-54, dated 12th February 1916, Government have laid down the several directions in which they are prepared to help industries of an approved character. Even before the passing of that order Government had, in a few cases, assisted private industrial concerns by subscribing to their share capital and in other ways.

The concessions already offered by Government may be broadly classified as follows:—

- (i) Rendering of assistance by grant of loans, hire purchases of machinery, subscriptions to share capital and similar means, the money advanced by Government being eventually fully reimbursed.
- (ii) Assistance rendered gratuitously, such as
  - (*a*) employment of experts and preliminary experimental work.
  - (*b*) grant of bounties, and
  - (*c*) exemption from taxes, etc.
- (iii) Industries pioneered with a view to their being transferred to private enterprise or to enable the public to participate in them, when they begin to yield a return.

The form in which Government assistance has been utilised by the people so far, in the majority of cases, has been in the shape of takavi loans or hire-purchases of machinery, but owing to difficulties in getting machinery and other conditions created by the war, it has not been possible to comply with the demand for machinery for the past three years to an adequate extent. A statement is appended showing the amounts advanced by Government up to December 1918. As circumstances are likely to be more favourable for the development of industries hereafter, Government consider that special measures should be adopted during the next three years, to provide adequate facilities to meet the increasing demand for financial assistance. Some arrangements are also needed to enable concerns of small magnitude to obtain, at favourable rates of interest, financial accommodation required by them in the initial stages as recommended by the Indian Industrial Commission.

Government have carefully considered the question of providing ways and means for rendering financial assistance on a larger scale to industries in future and making the operations less precarious and less dependent upon the uncertain allotments available from year to year. They have accordingly decided to constitute two separate funds for promoting the development of industries in the State. One of these funds will be utilised solely for granting financial assistance in cases in which Government can expect either the repayment of the amount advanced in full with interest or a reasonable return for the investment, and the other for providing money for experimental and other work, the financial results of which are not assured. The two funds will be known respectively as the Industrial Investment Fund and the Industrial Development Fund.

The Industrial Investment Fund will start with an initial grant of Rs. 5 lakhs and receive annual additions as follows:--

(*a*) An annual provision of Rs. 3 lakhs made in the Ways and Means Estimates for granting loans on good security and for financing industries, which are of an assuredly productive character.

(*b*) Private contributions either in the shape of deposits, subscriptions to debentures or shares in commercial enterprises managed by Government made under rules to be separately issued in this behalf.

For the Industrial Development Fund, an annual provision of one and a half lakhs of rupees will be made in the Revenue budget. Government may also from time to time, make a contribution from the profits earned by the investments made under the Industrial Investment Fund for special investigations to be carried out and also allow the fund the benefit of receipts from sale of articles manufactured, fees paid, etc.

The Industrial Investment Fund will be utilised for the following purposes .—

1. Grant of takkavi loans and purchase of machinery on the hire-purchase system.

2. Capital and other expenditure required for industries pioneered by Government and worked on commercial lines.

3. Provision of working capital to industrial concerns of a promising character in the initial stages. This form of financial assistance should in the case of private concerns, be arranged ordinarily through a Bank or other recognised Agency, and be regulated by strict rules not only to obviate risk of loss but to avoid interference with private enterprise.

4. Subscriptions towards share capital of private concerns.

5. Any other purposes connected with the development of trade or industries of the State from which the investment may be expected to yield a return.

6. If the resources of the fund are not adequate to provide the working and other capital required by concerns pioneered by Government and other investments, suitable advances may be made out of Government revenues, subject to future adjustment or the additional fund required may be raised by a loan or issue of debentures.

The Industrial Development Fund will be applied towards the following objects :—

(*a*) Experimental and investigation work in Industries.

(*b*) Collection of information likely to be of value in the development of industries.

(*c*) Investigations carried out on behalf of the public on payment of fees or free of cost under rules issued in this behalf.

(*d*) Grant of bounties, subventions, guarantees of interest and other concessions from which the State will derive no direct pecuniary benefit. The cost of the programme of work of the Research Board will be met from this fund.

With a view to augment the resources of the Industrial Investment Fund, the public will be allowed to participate in the benefits of the fund in the following ways:—

(*a*) By making deposits for which interest not exceeding the Savings Banks rate will be paid.

(*b*) By purchase of debentures that may be issued from time to time.

(*c*) By subscribing for shares towards the capital of specified industries of magnitude started by Government to be financed partly or wholly with the co-operation of the public.

(*d*) By transfer to the public of loans of magnitude repayable by industrial concerns or other interests of a pecuniary character in such concerns.

The accounts of the Industrial Investment Fund and the Industrial Development Fund will be maintained separately. Accounts relating to the Industrial Investment Fund will be made up every half-year and an annual balance sheet certified by the Comptroller will be issued by the 15th of August of each year.

A Committee consisting of the Financial Secretary to Government as Convener, the Director of Industries and Commerce, the Secretary for Education and Agriculture, the Deputy Director of Commerce, two members selected from the Industries and Commerce Committee, and a representative of the Mysore Chamber of Commerce with the Secretary to the Industries and Commerce Committee, as Secretary, will be appointed to work out all details to give effect to the scheme and submit proposals regarding the administration of the fund, participation of the public in the benefits of the fund, the mode of granting financial assistance from the fund, the entertainment of suitable staff for inspection, maintenance and audit of accounts, etc. The proposals of the Committee should be submitted before the end of July 1919.

APPENDIX.

Statement showing advances made by Government up to December 1918.

Year	Hire purchase		Loan		Total	
	Applications	Amount	Applications	Amount	Applications	Amount
		Rs. a. p.		Rs.		Rs. a. p.
1913–14 ...	14	25,046 4 0	11	71,750	25	96,796 4 0
1914–15 ...	16	41,480 0 0	10	43,750	26	85,230 0 0
1915–16 ...	15	56,270 0 0	19	92,700	34	1,48,970 0 0
1916–17 ...	30	88,243 0 0	7	38,750	37	1,26,993 0 0
1917–18 ...	30	95,650 0 0	15	1,74,503	45	2,70,153 0 0
1918–19 ...	12	60,600 0 0	7	48,500	19	1,09,100 0 0
Total ...	117	3,67,289 4 0	69	4,69,953	186	8,37,242 4 0

G. O. No. 12445-89—I. and C. 286-18-3, dated 28th June 1919.

SERICULTURE.

Training in Sericulture

SILK REELING AND TWISTING SCHOOLS AT CHANNAPATNA.

The establishment of the silk twisting and reeling schools at Channapatna was sanctioned in the latter part of the year 1917, and the schools have been continued from year to year after an examination of the results achieved.

Mr. Abdul Khudoos has now requested that orders may be passed continuing the school for a period of three years once for all. Government consider the present arrangement of continuing the scheme from year to year more satisfactory as it will allow of the results achieved from time to time being watched and given their due weight. This will moreover not in any way hamper Mr. Khudoos's object in starting the institution, *viz.*, to train a sufficient number of persons in the industry to be able to start it on a large scale independently of the school. Government also consider that the commercial section of the school should not incur any loss if properly organised as the finished product should be able to fetch a higher value than the raw silk, and it should be placed as far as possible on a self-supporting basis.

In order to enable Mr. Abdul Khudoos to develop the instructional side of the school the number of scholarships tenable in the school will be raised from 30 to 40. The period of training will be fixed ordinarily at three months but may in special cases subject to the approval of the Superintendent of Sericulture be extended to six months.

As regards loss caused by the pupils through want of skill in the initial stages a sum of Rs. 2 will be allowed for each pupil who has undergone a complete course of training.

The school will be subject to the general supervision of the Superintendent of Sericulture as at present and all expenditure incurred will be paid after the bills are passed by him. All reports and returns will be sent to him in the first instance. A half-yearly report on the working of the school will be submitted by the Superintendent of Sericulture.

Mr. Abdul Khudoos will be permitted to undertake, with the previous approval of the Superintendent of Sericulture, such tours in the interests of the silk trade as may be found necessary within the State and allowed the same rates of travelling allowance as are sanctioned in Government Order dated the 12th January 1919. All tours outside the State should be previously approved by Government.

G. O. No. 10700-703—A. & E. 84-18-8, dated 28th April 1919.

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1918–19 ...	12	60,600	0	0	7	48,500	19	1,09,100	0	0
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G. O. No. 10700-703—A. & E. 84-18-8, dated 28th April 1919.

PUBLIC WORKS.

Public Works Department.

GOVERNMENT REVIEW ON THE REPORT FOR 1917-18.

Two new Public Works Divisions designated "The New Palace Division" and "The Architectural Division" were constituted during the year, the former for the construction of a New Palace in the Mysore City for the accommodation of Royal guests at an estimated cost of about Rs. 19 lakhs, and the latter to cope with the increasing work of providing artistic designs for buildings in Mysore and Bangalore Cities and also in the districts. For the investigation of new irrigation projects and for the preparation of estimates for the restoration of the existing tanks, 8 Project Sub-Divisions were newly added one for each district.

The control and management of the Bangalore City Telephone system was transferred to the Electrical Department from the Water-Supply Division of the Public Works Department from the beginning of the year. In accordance with the orders of Government on the proposals of the Special Officer, Mr. K. L. Datta, M.A., a system of payment of work bills by Treasuries on presentation of regular bills instead of by cheques drawn by Public Works disbursing officers was adopted from 1st August 1917.

Total grant and outlay.—The total grant for the year under all heads amounted to Rs 69,51,216 and the outlay incurred amounted to Rs. 59,22,669 as against a grant and outlay of Rs. 67,60,198 and Rs. 62,94,114 respectively in the preceding year. The average expenditure during the past five years has been Rs. 61,59,309.

The difference between the outlay during the year under review and that in the previous year is mainly due to the reduced capital expenditure on the Krishnaraja Sagara and allied works.

The year's operations resulted in a net lapse of Rs. 10,28,547 as against Rs. 6,97,332 and Rs. 8,50,148 respectively in the preceding years, the lapse under State Funds alone being Rs. 8,33,160. Government regret to observe that the lapses are so heavy. Part of the lapse can be avoided by a strict adherence to the budgetted programme of works and by taking up only works for which estimates are ready.

Irrigation.—Fair progress was made in the restoration of tanks damaged last year on account of heavy rainfall. It is reported that the area under sugarcane cultivation under certain controlled tanks has increased as a result of the development of the system of scientific regulation of water. The expenditure on account of the restoration of minor tanks is as usual unsatisfactorily small, not even a half of the grant of Rs. 2½ lakhs being spent. Eight tanks are reported to have been examined with a view to test the adequacy of their storage and experiments in clearing silt carried out in some malnad tanks.

Civil Works.—The most important works that were in progress during the year were (1) The Technological Institute and (2) the Daly Memorial Hall at Bangalore City, (3) a New High School at Hassan and (4) The Krishnarajendra Hospital at Mysore. All these buildings are reported to have almost been completed, only the accounts having yet to be closed in some cases, but it is unsatisfactory that many of them have gone on for several years and not been closed in proper time, *e. g.*, the Minto Ophthalmic Hospital and the Krishnarajendra Hospital, the accounts of the former having been closed only during the year under review. Repairs to Government buildings require greater attention. Under miscellaneous improvements Government observe that little progress has been made in carrying out sanitary improvements to Shimoga and Hiriyur Towns.

Communications.—The amount spent on the maintenance of roads during the year was Rs. 8,66,055 as against Rs. 8,09,647 in the year 1916-17 and the amount spent on original works was Rs. 1,85,394 as against Rs. 89,866 in the last year. Government wish to emphasise the need for increased attention on the part of the Department to road repairs.

The bridge across the Bhrugu river on the Hunsur-Begur road, Mysore District, was opened to traffic during the year. The bridge across the Thungabhadra river at Honnali is almost complete and will be opened for traffic very shortly. In regard to this bridge the figures furnished in the report show that against the sanctioned estimate of Rs. 2,64,693 work costing in all Rs. 3,06,707 has been carried out to the end of the year. It does not appear if a revised estimate has been sanctioned to cover the excess. Steps should be taken to have necessary estimates sanctioned early. The other works should be pushed through.

Krishnaraja Sagara Dam Works.—The Dam rose to a height of 98 feet in the flank and 63 feet in the centre and the gap serves as a temporary waste weir during construction. A length of about 30 miles along the high level canal which is intended to afford facilities for bringing under irrigation about 1,20,000 acres was surveyed during the year. Seventeen miles of branch channel also were traced. Estimates for the portions surveyed should be submitted shortly.

Water Supply.—In spite of the wearing out of the pumping machine, the water supply from Chamarajendra Water Works, Bangalore City was satisfactory. Immediate steps should be taken to replace the boilers thus avoiding the necessity of purchasing water from the Civil and Military Station.

The work of laying out pipe-lines to the Chamundi and the Chetnahalli extensions in the Mysore City should be put on hand.

Establishment.—The charges on account of establishment amounted to Rs. 10,65,286 as against Rs. 10,31,870 in the year 1916-17. The proportion to the total expenditure is 21·6 per cent as against 20·1 per cent during the last year.

General.—Inspection work during the year appears to have been inadequate especially on the part of the Executive Engineers and Sub-Division Officers.

G. O. No. G. 21982-4—G. M. 148-18-4, dated 29th March 1919.

Architectural Drawing.

TRAINING OF P. W. SUBORDINATES.

The question of training a certain number of subordinates of the Public Works Department in Architectural Drawing has been under consideration for some time past. After scrutinising the proposals submitted in that connection, the Public Works Secretary has recommended that two men (Sub-Overseers or Draftsmen) may be selected to undergo the requisite training for a period of one year in the Architect's Division and that the scheme itself may be sanctioned to be tried for a period of three years, until half-a-dozen subordinates are in a position to prepare Architectural Drawings under instructions.

Government are pleased to sanction the proposal with effect from 1st July 1919 and to direct that two subordinates, who have aptitude for Architectural Drawing, be selected every year, one to work under the Architectural Executive Engineer and the other under the Architectural Assistant.

G. O. No. P. W. 1135-39—E. 6031-35, dated 2nd May 1919.

RAILWAYS.

Railway Department.

GOVERNMENT REVIEW ON THE REPORT FOR 1917-18.

Railway Committee.—The Railway Committee met ten times during the year and dealt with 23 questions.

State lines worked by the Madras and Southern Mahratta Company.—The length of these lines was 411·23 miles as in the previous year. The gross earnings on these lines amounted to Rs. 41,87,109 or Rs. 2,40,490 more than in the previous year, and the net earnings to Rs. 21,65,734 or Rs. 2,73,243 more. The percentage of return on the total capital outlay of Rs. 2,58,02,450 was 8·39 as against 7·35 in the preceding year. The net profit to the State during the year amounted to Rs. 9,62,589 as against Rs. 7,17,832 in 1916-17.

Lines worked by the State.—The total length of the lines worked by the State increased from 125·35 miles in the previous year to 231·75 miles or by 106·40 miles.

The gross earnings on these lines amounted to Rs. 4,61,636 as against Rs. 1,96,796 and the net earnings to Rs. 1,37,140 as against Rs. 15,459, respectively, in the previous year. The net return on the capital outlay was 1·12 per cent against ·35 in 1916-17.

The working expenses are still comparatively high, though there has been some improvement in the year under review. Endeavours should be made to manage these lines more economically.

The Mysore-Arsikere Railway.—The total capital outlay on this line during the year was Rs. 11,53,180, thus bringing the total outlay up to the end of the year to Rs. 82,68,463. The gross earnings were Rs. 1,59,593 and the percentage of working expenses to gross earnings was 68·69. The total length of the line was 102·95 miles.

Kolar District Railway.—The capital expenditure during the year on this line was Rs. 1,37,785. The gross earnings were Rs. 1,58,400 during the year as against Rs. 1,19,855 in 1916-17; and the percentage of working expenses to gross earnings fell from 96·31 in 1916-17 to 66·75 in 1917-18. The total length of the line was 63·51 miles.

Bangalore-Chikballapur Railway.—The section from Yeswanthapur to Bangalore was opened for all traffic on 7th January 1918. The total capital outlay during the year was Rs. 1,18,869, thus bringing the capital outlay from the commencement of operations to Rs.11,47,671; and the gross earnings amounted to Rs. 1,21,565. The percentage of working expenses to gross earnings stood at 55·33 against 72·75 in the previous year, which is a satisfactory improvement.

Tarikere-Narasimharajapura Tramway.—The gross earnings on this line amounted to Rs. 22,078 as against Rs. 925 in the previous year. The percentage of expenses to earnings was 189·63—an altogether unsatisfactory position. The details of the working of the tramway require closer supervision.

The following lines are under construction or preliminary arrangements for construction are in course of progress.

(1) The Chikjajur-Chitaldrug Railway;
(2) The Tadasa-Hebbe Tramway;
(3) The Kemmangundi-Benkipur Tramway;
(4) The Agasanhadlu-Benkipur Tramway; and
(5) The Shimoga-Arasalu Railway.

Surveys and Investigations.—The surveys of the following lines were completed:—

(1) Shimoga-Bhatkal Railway;
(2) Arasalu-Tirthahalli Railway;
(3) Mysore-Coorg Railway;
(4) Tumkur-Sira-Chitaldrug Railway;
(5) Hebbe-Muthodi Tramway; and
(6) Benkipur-Jolhal Tramway.

A project was prepared for the Nanjangud-Kakankote railway and a preliminary survey started for a line from near Kadur to Chikmagalur.

The details of the scheme relating to Bhatkal harbour are still under investigation.

Accidents.—There were on the State lines 34 accidents to persons, 181 to cattle, 73 derailments, 25 engine failures and 31 other minor accidents.

Government observe that the report makes no mention of the Carriage and Waggon Departments and no reference to Railway Stores and Railway Audit. Information on these matters should be included in future reports of the Department. A special brief report about these points for the year 1917-18 may be submitted for the information of Government within a month.

G. O. No. G. 22495-6—G. M. 153-18-4, dated 4th April 1919.

Apprentices in the Railway Department.

RULES REGARDING LEAVE.

Government are pleased to direct that the following rules be adopted in regard to the grant of leave to apprentices in the Railway Department:—

(a) Apprentices who are appointed for periods of not less than a year or who have put in a service of a like period, can be granted leave on half-pay or without allowances, according as a medical certificate is or is not produced.

(b) Casual leave to Apprentices may be given under conditions similar to those of the Works Establishment under note 2 to Rule I of Appendix A. A. of the Mysore Service Regulations.

G. O. No. R. S. 2222-25—Ry. F. 460 L.-18-19, dated 12th February 1919.

MINES AND GEOLOGY.

◆

Department of Mines.

GOVERNMENT REVIEW ON THE REPORT FOR 1917-18.

Mining Leases.—There were current during the year 32 mining leases and 69 prospecting licenses for various minerals. The majority of the mining leases were for gold, there being only 6 leases for other minerals, while the larger number of the prospecting licenses were for, or included, manganese, chrome, kaolin and gold. In addition to mining leases and prospecting licenses there were current during the year 6 collecting licenses and 12 exploring licenses. The number of leases and licenses of all kinds in force during the year was 7 more than in 1916-17. There were a few licenses for mica, potstone, antimony, galena and such other minerals but very little work was carried out under them.

Gold Mining.—In spite of unfavourable conditions chiefly due to the war, difficulty in obtaining supplies and shortage of skilled labour, the amount of development work done by the Mines on the Kolar Gold Field was satisfactory.

As in the previous year, the Mysore, Champion, Ooregum, Nundydrug and Balaghat were the only mines that were at work and no work was done outside the Kolar Gold Field area.

The output of gold amounted to 536,558·72 ounces of an approximate value of £ 2,065,985-17-5 as against 554,248·43 ounces of an approximate value of £ 2,123,073-7-8 in 1916, showing a decrease of 17,689·71 ounces in output and £ 57,087-10-3 in value. This is ascribed partly, to restrictions on development operations imposed by war conditions and partly to fresh developments and the finding of new ore bodies being unfavourable.

The royalty payable to Government during the year 1917 was £ 117,744-13-3 as against £121,479-8-10 in 1916, showing a decrease of £ 3,734-15-7.

Manganese.—Two mining leases and 20 prospecting licenses were current for manganese during 1917-18 as against 2 and 22 respectively, current in the previous year. The quantity of ore obtained and removed during the year was 31,331 and 7,259 tons, respectively, as against 20,674 and 4,599 tons in 1916-17. The royalty due to Government was Rs. 4,537, as against Rs. 2,999 in the previous year.

Chrome.—There were 4 mining leases and 9 prospecting licenses current during the year 1917-18, as against 1 mining lease and 9 licenses in the previous year. The quantity of ore collected during the year was 12,443 tons and that exported 8,359 tons as against 10,184 and 6,468 tons, respectively, in the previous year.

Asbestos.—There were 2 licenses for asbestos as against 1 in the previous year. Increased attention was paid during the year to prospecting for asbestos. The quantity of ore collected was 229 tons and 15 cwts. and the quantity sold 217 tons and 7 cwts., the royalty paid to Government being Rs. 322-8-0 as against Rs. 9 in 1916-17.

Kaolin.—Nine licenses were current during the year for kaolin as against 3 in the previous year. A quantity of 2,072 tons of crude material was extracted and 1,664 tons removed from the several blocks for purposes of local manufacture as against 584 and 255 tons, respectively during 1916-17.

While the royalty recoverable in respect of various minerals is mentioned under each mineral in the report, information is not available to show the total demand for the year under mining revenue and the amount collected. This information should be included in future reports in a demand, collection and balance statement in proper form.

The number of persons employed in the mining industry in 1917 was 26,425 as against 26,970 in 1916, showing a decrease of 545. Of these 24,531 were engaged in gold mines as against 25,270 in 1916.

An examination was held for the first time for the selection of qualified engine-drivers. Out of 249 persons examined 205 passed in the 1st class and 44 in the 2nd class. Most of the candidates qualifying for certificates in this capacity had had many years' experience.

Accidents.—The total number of accidents reported for the year 1917 was 172 as against 203 during the previous year. Of these 46 were fatal, 118 serious and 8 non-mining.

The total number of fatal and serious accidents during the year was therefore 164, being at the rate of 6·21 per 1,000 persons employed as against 192 in 1916 or a rate of 7·12 per 1,000 persons employed.

The number of persons killed in 46 fatal accidents was 69. The mortality was thus 2·61 per 1,000 employed as against a mortality of 3·45 per 1,000 employed during the year 1916.

There were 10 accidents due to rockbursts which resulted in the death of 16 persons, the corresponding figures for the previous year being 15 and 42. The most serious burst happened at the Nandidrug Mine on the 5th July 1917 killing 5 persons. Government note with gratification that there is a reduction in the number of accidents due to rockbursts and quakes particularly in the case of the Champion Reef Mine.

There were 10 individual accidents involving 2 or more fatalities, 3 of these occurred at the Mysore Mine, 1 at Champion Reef, 1 at Ooregum and 5 at Nandydrug. The total number of lives lost in these accidents was 33.

For a breach of the provisions of the Mines Regulation and the rules thereunder which resulted in accidents, 5 persons were prosecuted and all of them were convicted. In a case not resulting in accident one person was prosecuted and convicted.

The scheme relating to the payment of compensation to persons for injuries caused to them in accidents which is in force in the Kolar Gold Field is reported to have worked satisfactorily. The total amount paid in such cases during the year was Rs. 60,249-0-6.

G. O. No. G. 24895—Geol. 89-18-3, dated 3rd May 1919.

LOCAL SELF-GOVERNMENT.

Village Panchayets.

MEASURES FOR POPULARISATION AND EXTENSION OF THE SCHEME.

The recommendations of the Special Committee of the Representative Assembly are to the following effect:—

(i) Literate patel or shanbhog may, for some time to come be appointed Chairman of the Village Panchayet in villages containing a population of less than 1,000.

(ii) Village Panchayet may be allowed to entertain separate establishments only if their funds permit.

(iii) Village Panchayets may be empowered to exercise judicial and *quasi*-judicial functions.

(iv) Income from fishery, *hulbanni*, *amarayi*, excise shop-rent and surcharge fees and a few other items be assigned to the local bodies concerned.

(v) To educate the younger generation in the advantages of the Village Panchayet system suitable text-books may be prescribed in the Village Elementary Schools.

As regards the first recomendation Government desire to point out that under Section 51 (*a*) of the Local Boards and Village Panchayets Regulation, the appointment of Chairman of a Village Panchayet can be made only in special cases, the general rule being that he should be elected. No hard and fast rules need therefore be made regarding the appointment of the village patel or shanbhog as Chairman.

The second recommendation is satisfactorily provided for in the rules published under Notification No. 5251--L. B. 6-18-11, dated the 8th October 1918, which make it clear that a Village Panchayet may entertain a separate establishment only if its funds permit.

The Government have every sympathy with the proposal to give judicial powers to Panchayets. This however involves legislation. After the existing provisions work for some time, the question will be considered in the light of the experience gained.

The question of improving the finances of Village Panchayets raised by the Committee is a general one and has much to recommend it, but proposals from panchayets based on the recommendations now made will be considered on the merits of each case.

Government do not consider it necessary to inculcate the principles of panchayet management of local affairs through text-books upon the school-going population. The adult population in villages have to learn by experience and through the spirit of self-help and co-operation how to establish an efficient village administration. The Government are prepared to help and encourage the movement in every possible manner.

G. O. No. R. 14965-82—L. B. 101-18-2, dated 21st May 1919.

THE PUBLIC SERVICE.

Petitions.

RULES REGARDING THEIR RECEIPT AND DISPOSAL.

As instances have come to the notice of Government in which petitions intended for Revenue Officers are not received by them, in person, but by their clerks, and also cases in which endorsements in respect of petitions are not issued, Government desire to invite the attention of all Revenue Officers to paras 10-12 and 17 of the rules for the receipt and disposal of petitions printed at page 8 of the Supplement No. II of the Mysore Land Revenue Manual, wherein it is laid down that petitions should be received by the officers themselves and not by the clerks; and that endorsements embodying final orders should be issued to the petitioners. A stricter observance of these rules should be enforced in future.

G. O. No. R. 12883-91—L. R. 377-18-3, dated 7th April 1919.

Disposal of Public Business.

REVISED RULES REGARDING GRANT OF INTERVIEWS.

Government direct that all officers who hold regular offices, other than Heads of Departments and Secretaries to Government, should set apart, while at headquarters, a specified hour daily for receiving petitions in person and hearing petitioners and on one of the week days for interviews with non-official gentlemen and that Heads of Departments should reserve specified hours on at least two days in the week for similarly receiving petitions in person and hearing petitioners and on one day for interviews with non-officials.

A notice specifying the days and the hours for petitions and interviews should be posted in a prominent place in every office for the information of the public and on no account should petitions be allowed to be presented to ministerial officers.

Informal conferences between officers of Government for facilitating disposal of public business need not be restricted to any one day but should be as frequent as necessary.

G. O. No. 3444-93—E. A. G. 371, dated 5th May 1919.

Public Servants' Conduct Rules.

RULES 19 AND 20 MODIFIED.

Instances have come to the notice of Government in which, contrary to the spirit and intention of Rules 19 and 20 of the Rules for the conduct of Public Servants, Officers of Government have attended entertainments held in their honour which, having been got up by a large number of persons, can hardly be described as being of a private character, and have further accepted or allowed to be made, speeches and addresses of a laudatory character. Government wish it to be understood that officers ought not to allow complimentary speeches, oral or written, to be addressed to them in any form; and that subordinate officials, while they may attend, ought not to be made to support, by pecuniary or other help, entertainments got up in honour of their superiors.

In order to make the above intentions of Government perfectly clear the Rules will be modified as shown below:—

Present Rules.	*Revised Rules.*
Public demonstration in honour of Government servants. 19. A Government servant may not without the previous sanction of Government receive any complimentary or valedictory address, accept any testimonial presented to him or attend any public meeting or entertainment held in his honor, nor may he take part in any similar acknowledgment of the services of any other Government servant, or of any person who has recently quitted the service of Government.	19. A Government servant may not without the previous sanction of Government receive *or respond* to any complimentary or valedictory *speech or address in any form*, accept any testimonial presented to him, or attend any public meeting or entertainment held in his honor nor may he take part in any similar aknowledgment of the services of any other Government servant, or of any person who has recently quitted the service of Government.
* * *	* * *
20. A Government servant may take part in a private farewell entertainment attended only by personal friends as a mark of regard to himself when retiring from the service or quitting a district or station, or to another Government servant in similar circumstances.	20. A Government servant may take part in a private farewell entertainment *supported* only by personal friends *none of whom are among his official subordinates* as a mark of regard to himself when retiring from the service or quitting a District or station, or to another Government servant in similar circumstances.

The rule as to complimentary and valedictory addresses does not apply to the case of Judges of the Chief Court, in regard to whom the practice hitherto observed will continue.

O. M. No. 3279-3328—E. A. G. 367, dated 22nd April 1919.

Public Servants' Conduct Rules.

RULE 16 MADE CLEAR.

Instances having come to the notice of Government in which permission has been sought for the retention by public servants of articles of small value presented to them at certain ceremonial functions, such as silver keys used in opening a public school, presumably on the ground that the exception made in paragraph 2 of the rule in respect of articles of trifling value would cover such cases, Government wish to observe that the class of articles intended to be excepted is made clear by the instances given, *viz.*, fruits, flowers, etc., and cannot be considered as applying to silver keys, trowels, etc., however small in value the latter may be. In all such cases, the silver key, trowel, etc., used in the ceremonial function should be returned to the institution to which they belong as their retention by the officers concerned is against the spirit of the rule, and instructions of Government taken in any case in which the mode of disposing of an article is not clear.

G. O. No. 3670-3719—E. A. G. 375, dated 21st May 1919.

MISCELLANEOUS.

Food Situation in the State.

CONSTITUTION OF STANDING COMMITTEES IN EACH DISTRICT.

At the Legislative Council Meeting held on 24th March 1919, it was urged that a Standing Committee should be constituted in each district to advise Government regarding the policy to be pursued in regard to the food situation.

Government are accordingly pleased to direct that a Committee consisting of the Deputy Commissioner (President), the Revenue Sub-Division Officers, the District Economic Superintendent (Secretary), the District Superintendent of Police, and three non-official gentlemen be formed in each district.

The non-official members may be nominated by the Deputy Commissioner and their names reported to Government.

The committee will meet at least once a month and review the situation regarding the supply of food stuffs in the district and make suggestions, if any, for the consideration of the Central Food Stuffs Committee.

Copies of the Proceedings of each meeting should be forwarded to the Government and also to the Revenue Commissioner and the Food Controller.

O. M. No. G.22516-29—P. P. 134-18-479, dated 4th April 1919.

Food Grains.

SALE AND DISTRIBUTION THROUGH CO-OPERATIVE SOCIETIES.

Government consider that there are large possibilities involved in the application of the co-operative principle to the supply and distribution of food grains and other articles of daily consumption, especially among the poorer classes. They feel convinced that if a simple and suitable scheme can be devised for this purpose, it will go some way at least towards mitigating the difficulties to which the poor are put in procuring the articles of which they may be in need during the present stringent conditions of food supply.

The most satisfactory arrangement, in the opinion of the Government, would be the formation all over the Mysore State, of co-operative societies specially concerned with the task of supplying provisions and nothing else; but as this is a consummation that will take time to accomplish, and the need for action is urgent, the Registrar of Co-operative Societies was asked to formulate proposals for utilizing the agency of existing societies for the sale of rice, ragi and other food grains, with the help and encouragement of Government officers. The Registrar has accordingly submitted the outline of a scheme for this purpose, which has been generally agreed to by the Food Controller, and which, modified as indicated below, appears to Government to be on the whole quite suitable as a tentative measure.

The main idea is that co-operative societies willing to sell food grains (to which other articles of ordinary consumption may be added) at rates to be determined by the Registrar in consultation with the Food Controller, will be supplied by the latter officer with the quantities required and available. Societies may also; of course make direct purchases otherwise than through the Food Controller. But it is important that the retail rates of sale should adhere as closely as possible to the current market rate, not only in order that there may be a reasonable margin of profit to the societies concerned as well as to their members, but also to ensure that purchases by members are limited to quantities required for their own *bona fide* consumption, and to discourage resales by them to non-members at increased prices at a profit. Subject to this condition being strictly observed, the Government see no objection to sales being made to members and non-members without distinction though where the quantity available is limited, preference should as a rule be given to members. Under such an arrangement it is obvious that an important part of the inducement to members to patronise their own societies in regard to their purchases will consist in the more or less certain prospect of their being always able to obtain articles of good quality at reasonable prices as well as of participating in the profits likely to accrue to the societies from sales on a large scale.

Societies at district headquarters may as a rule be required to pay for food grains on delivery. Other societies, as well as such as may not be able to pay in advance but certified by the Registrar as deserving of the concession, may be allowed credit to a *reasonable extent*, not exceeding for the present Rs. 1,000 in the case of urban societies and Rs. 500 in the case of rural societies. To facilitate accounting and recoveries, the Registrar will be debited with the value of the supplies made to co-operative societies on credit, and will be responsible for the prompt adjustment of the amounts.

The above, however, is only a preliminary arrangement liable to future modification. The sale of food grains to all societies should in the opinion of the Government be eventually on a basis of cash payments only and in order that societies not having sufficient funds of their own may not be deterred from undertaking the task of food supply, it is desirable that central financing institutions such as the Bangalore Central Co-operative Bank, the Mysore Provincial Co-operative Bank and the various District Co-operative Banks, should be induced to grant loans to affiliated societies specially for this purpose at a low rate of interest. Such an arrangement will place the financing of the scheme on a stable and satisfactory footing independent of direct

Government aid. The Registrar is requested to confer with the authorities of the Central financing institutions referred to and arrange for a system of simple and easily repayable loans being devised for this purpose.

Immediate steps should in the meantime be taken by the Registrar of Co-operative Societies to give effect to the scheme sanctioned above in consultation with the Food Controller, all points of detail, such as the carting and storing of articles, the additional establishment, if any, to be entertained by societies, and like matters, being dealt with finally by himself, in cases where they are not sufficiently important to be brought to the notice of the Government for their orders.

The Registrar may also take steps simultaneously to stimulate and encourage the formation of societies solely devoted to the sale of articles of daily consumption. In the case of societies of this kind, meant primarily in aid of the poorer classes, it would be well to fix the shares at amounts likely to be within their means and to make the same payable in easy instalments.

G. O. No. 11604-15—E. C. 105-18-4, dated 27th May 1919.

Stationery and Forms.

UNSERVICEABLE ARTICLES TO BE RETURNED TO THE STATIONERY DEPOT.

Government agree with the opinion of the Superintendent, Government Stationery and are accordingly pleased to modify the rules as follows :—

" All old and unserviceable articles should in future be returned to the Stationery Depot for exchange for new ones."

G. O. No. G 25240-300—P. & S. 78-18-4, dated 8th May 1919.

Labour Supply in the Malnad.

Government are pleased to direct that the Labour agency be placed under the control of the Kadur District instead of Shimoga, and that the scheme be temporary, for a period of three years instead of two.

An additional sum of Rs. 1,000 is sanctioned for establishment and other charges, the details for the same being submitted by the Chairman, Malnad Improvement Committee, Kadur, in consultation with the said Committee for consideration of Government. If any Government establishment is necessary the extra grant will be proportionately reduced.

G. O. No. G. 26401-6—San. 108-18-3, dated 24th May 1919.

The Representative Assembly.

REVISED RULES REGARDING ITS CONSTITUTION.

In April 1918, Government accepted some of the recommendations of the Special Committee of the Representative Assembly constituted in 1917, to consider the question of the reforms required in the constitution and working of the Assembly, and further orders were issued in January 1919 on the same subject on the recommendations of a second Committee of the Assembly. Government have since had under consideration the desirability of introducing further reforms in the Assembly and have taken the opinion of the members of the Assembly on some of these matters. The questions under consideration related mainly to the desirability or otherwise of reducing the numerical strength of the Assembly and the redistribution of seats therein, by a readjustment of the representation given to Municipalities and a more judicious allotment of places among associations and public bodies representing special interests so as to give representation to interests not hitherto directly represented in the Assembly.

The question of reducing the membership of the Assembly was considered by the first of the two Special Committees referred to above. The Committee was of opinion that any such reduction was unnecessary. For the present, Government accept this opinion. They consider, however, that the seats in the Assembly should be redistributed so as to give a slightly better representation to Municipalities in view of recent developments in Local Self-Government, and so as to grant representation to certain interests not so far represented in the Assembly directly. The number of members returnable by each taluk or subtaluk, which was fixed so long back as the year 1894, also seems to require revision in the light of existing conditions. With this object it is proposed to adopt for purposes of allocation of seats to the taluks, a classification of the taluks of the State into three classes, which has been made mainly on the basis of the land revenue demand and secondarily on the ground of area, population and other considerations, and to give three seats to each first class taluk, two to each second class taluk or third class taluk and one seat to each sub-taluk. The total number of members representing taluks will thus be 163 as shown in the margin. The number may rise to 170 when the scheme for the abolition of sub-taluks comes into effect.

18 First class taluks	... 54
28 Second ,,	... 52
24 Third ,,	... 48
9 Sub-Taluks	... 9
Total	.. 163

The list of Municipalities eligible to return members to the Assembly also needs revision. In 1891, all Municipalities in the State were allowed representation and as this resulted in the over-representation of Municipalities, one-ninth of the population returning 115 members or one third of the total number of members, 78 Municipalities with a population of less than 5,000 were deprived of their privilege in 1894. The present list of Municipalities was prepared on the basis of the population statistics of 1901 and includes 27 Municipalities returning 42 members. In view of the changes which have since taken place in the population and importance of several Municipal towns it is necessary to revise this list. It is also necessary to give a more extended representation to Municipalities than they now possess. It is proposed to adopt for this purpose the classification of Municipalities into City, Town and Minor, as made in the Municipal Regulation, each City Municipality returning 4 members, each Town Municipality (with the exception of the 5* shown in the margin, which on account of their larger population and importance will send two members each) returning one member and also minor Municipalities with a population of 3,000 or more one member each. Under these proposals, the total number of members returnable by Municipalities will be 71 as shown in the margin.

(*Kolar, Tumkur, Shimoga, Channapatna and Davangere)

		Members.
2 City Municipalities.		8
29 Town	5-10 24-24	... 34
29 Minor (Population 3,000 or over)		... 29
		71

The District Boards will, as usual, depute 2 members each and the Kolar Gold Fields Sanitary Board will also be permitted to depute 2 members.

The re-adjustment of seats in the Assembly as above makes room for the representation in it of certain interests not so far represented, such as education, trade, industries, etc. Government have considered the advisability of forming special electorates for these interests but consider such a step undesirable in view of the practical difficulties that would attend the formation of such electorates. They are of opinion that the object in view may be achieved by a more judicious application of the rule which provides for the representation of public associations. There are at present 22 associations of the kind which may be classified as under :—

(1) Associations representing communities.	
Mahomedans	6
Vokkaligars	1
Lingayats	1
Vaisyas	1
Eurasians and Anglo-Indians	1
Total ...	10
(2) Associations representing special interests.	
Law	2
Planters	4
Mining Board	1
Other Industrial, Commercial and Agricultural interests.	3
Total ..	10
(3) General	2
Total	22

In order to provide for the representation of the special interests referred to above, the privilege of deputing a member to the Assembly may be given to the following public bodies and institutions :—

	Members
Senate of the Mysore University	2
Mysore Chamber of Commerce	2

The Kolar Gold Fields Mining Board already possesses the privilege of returning a member to the Assembly.

In the case of the associations already admitted to this privilege, it is necessary to enquire how many are doing real and active work and are still qualified under the rules. Government also wish to retain power to group together associations representing identical or allied interests. The Deputy Commissioners will enquire and report at once on the condition, membership and work of the several associations in question. On receipt of this report, the question of continuing to these associations the privilege of electing Representative Assembly members will be settled according to the circumstances of each case. The enquiry suggested above with regard to the condition of each association must be repeated at the time of every Triennial Election so as to ensure that the privilege is exercised by associations doing real public work. The total number of members representing associations in the Assembly will generally not exceed 25. In this connection Government observe that the rules at present require a quorum of 75 per cent of the qualified members of an association at a meeting held to elect the representative of such association. It has been often brought to the notice of Government that this quorum is too high and works as a hardship. Government consider that there is force in the representation and are pleased to direct that the quorum for such meeting be hereafter 50 per cent instead of 75 per cent as till now.

The strength of the Assembly as thus reconstituted will be :—

(1) Elected Representatives from the Taluks and Sub-Taluks	163 or eventually 170
(2) Deputed by Municipalities	71
(3) Eight District Boards and Kolar Gold Fields Sanitary Board	18
(4) *Deputed by the 22 associations already given the privilege	22 or eventually 25
(5) Returned by the additional bodies representing special interests now proposed to be given the special privilege	4
Total ..	278 or eventually 288

*This number may perhaps be reduced after the result of the proposed enquiry into the present condition of these associations is known.

G. O. No. G. 28217-67—R. A. 40-18-1, dated 20th June 1919.

PART II.

Books, Pamphlets, etc., issued by Government Departments (Mysore).

The Mysore Revenue Manual (Kanarese Edition).

At present, there is only an English edition of the Mysore Revenue Manual containing all important orders on subjects relating to Revenue Administration. The publication met a long-felt want of the officers and the English-knowing public, but has not been of much use to the general public unacquainted with the English language. Further, portions of the Revenue Manual are prescribed for the Revenue Examination which is conducted in Kannada also. These considerations have rendered it necessary to publish a Kanarese edition of the Revenue Manual, which, it is hoped, will make the standing orders in regard to Revenue Administration better understood and more readily accessible to the public. (Price Rs. 3-12-0).

Summary of the Proceedings of the Education Committee, 1911-17.

The object of this hand-book is thus stated in the preface :—

"The members of the Education Committee of the Economic Conference have often felt the need for a book of reference giving in a connected form a brief summary of the discussions, Resolutions and Government orders bearing on the subjects dealt with by the Committee since its inception. Other gentlemen interested in the work of the Conference also thought such a book indispensable."

The hand-book is issued in two volumes, the first containing the summary of the decisions of the Committee on the various subjects dealt with by them and the second, the notes prepared by officers, on which the above decisions are based.

Department of Public Instruction.

PUBLICATIONS ISSUED.

1. Kannada II Reader.
2. Sangeetha Bodhana Krama.

3. Kannada Copy Book, No. IV.
4. Lower Secondary Sanskrit Text.
5. Sanskrit Sabdavali.
6. Sanskrit Balabodhe.
7. Kannada Copy Book No. 3.
8. Vachakabodhini.
9. Panchatantra.
10. Ankaganita (Larger).

Department of Agriculture.

Pulse Beetles (Store Forms)—By Mr. K. Kunhi Kannan, M.A.

DEPARTMENTAL CIRCULARS.

Food Situation in the State.

It is hereby notified for the information of the public that, with a view to relieve the distress among the poorer classes of raiyats caused by the poor out-turn of crops during the year and the high prices of food grains, Government have been pleased to sanction a liberal allotment for the grant of Takavi loans for subsistence as also for the purchase of seed grains, fodder, cattle, etc., to such as are in need of them and can furnish the required security under the rules. The interest charged will ordinarily be 3 per cent for loans for subsistence and 5 per cent for other takavi loans. In the case of the former loans, the Deputy Commissioner has been further given the power to remit the interest at his discretion on loans not exceeding Rs. 50. These concessions will be in force till the end of December 1919. Persons requiring loans may present their applications to the Amildar either at the Taluk Headquarters or in the course of his tours. The Amildars have been instructed to see that all such applications are disposed of and payments made to the parties concerned promptly and as far as possible within a week from the date of the application. Any delay in the disposal of the application will, if brought to the notice of the Superior Officers, Sub-Division Officers and Deputy Commissioners, be enquired into and suitable action taken.

Arrangements have also been made to open seed depots at all Taluk Headquarters. The price of the seed grain will be so fixed as not to exceed the local market rate for the grain as used for consumption and sales will be limited to *bona fide* cultivators only. The cost of the seed grains will, if required, be treated as a Takavi loan, the interest to be charged being fixed according to the circumstances of each case subject to a minimum of 2 per cent.

(*Revenue Commissioner's Memorandum, dated 8th May 1919*).

Audit of Bills.

The pre-audit now conducted in this office of the bills payable at Bangalore on account of advances on transfer and other special advances sanctioned by Government and Heads of Departments, will be discontinued from 1st July 1919 and these bills may be presented direct for payment at the State Huzur Treasury, Bangalore, from the above date accompanied by the original orders sanctioning such advances.

(*Comptroller's Circular No. T. A. D. A. 1553, dated 23rd June 1919*).

PART III—Extracts.

AGRICULTURE.

Agriculture in India.

REPORT OF THE AGRICULTURAL ADVISER TO THE GOVERNMENT OF INDIA FOR THE YEAR 1917-18.

Conferences.

Recognising the general interest which is being taken in agriculture and in the activities of the Agricultural Department, the Government of India have invited Local Governments to consider the advisability of constituting Provincial Boards of Agriculture where agricultural questions of purely local interest can be discussed. In some provinces departmental meetings are already held, but it has been suggested that their scope might be extended and that they might be organised somewhat on the lines of the Board of Agriculture in India. To these, large landowners, representative agriculturists and others interested in rural development would be invited.

Progress in scientific research.

The importance of research and experimental work in connection with India's greatest industry, agriculture, cannot be over-emphasised. During the twelve years that the reconstituted departments have been in existence much valuable work has been done. Most tangible results have been obtained in the following two directions:—

(1) the improvement of the staple crops of the country by selection and the organised distribution of the improved seed obtained, and

(2) the transfer of the best indigenous methods of cultivation and the best indigenous implements as utilised in certain areas to other more backward parts of the country.

The cultivators have readily taken them up as no extra expenditure or labour is required in giving effect to these improvements. The spread of the selected *roseum* cotton which yields about 25 per cent more than the mixture previously grown in Berar, of Pusa wheats in Bihar, the United Provinces and parts of the Punjab giving an increased profit of Rs. 15 per acre, of Mr. Hector's pure line rice selection, *Indrasail*, which yields 30 per cent more than the varieties grown by the raiyats, to name only a few instances, has been surprisingly rapid. Plant breeding work in India has been so far mostly confined to selection. Hybridization work is also being done by the Howards on wheat, by Leake on cotton and by Barber on sugar-cane and their work is full of promise. But very soon the isolation of pure races from the mixtures grown by the cultivators will be finished, and it is to hybridization that we shall have to look for results in the future. We shall then want a much larger and better organised research staff for the purpose.

The time has now come when more attention should be paid to the other factors in crop production, namely, proper cultivation and scientific manuring. The distribution of improved varieties has prepared the way for improvements in manuring and cultivation. It has given the raiyat an incentive to better methods of treating his land by showing him that there are possibilities of increased profits from agriculture outside of those furnished by a rise of prices. The moment it becomes apparent that a crop will repay better soil treatment the question of just what treatment is soundest economically becomes one of first importance. Careful investigation in each distinct tract by thoroughly trained officers filled with a zeal for accurate scientific work is necessary before we can recommend a certain practice with confidence in the result. As to the importance of scientific manuring, in Europe large increases in crops have taken place as the result of judicious use of manures. In India the use of manures pays best on land where an adequate supply of water either by rainfall or irrigation is assured. But in many tracts which are exposed to famine and in dry land cultivation the use of any other than farmyard manure is out of the question. This manure too is not sufficient to go round and, as much of the dung is burnt as cakes, the Agricultural Departments are doing most useful work in showing cultivators the best way of conserving the liquid as well as solid droppings of the animals. But as the use of dung for fuel is due to economic conditions the necessity of supplementing the work of the department by the creation of fuel and forest reserves is most urgent. Much scientific and accurate experimental work is also required in connection with the best way of using green manures and the most profitable utilization of oilcakes and mineral manures of the country, such as phosphates.

The summary of the work done by the department during the year will not fail to convince an unprejudiced reader that the department is devoting its attention to increasing the outturn of food crops as well as non-food crops. The work being done on rice, wheat, jowar and ragi is already bearing fruit while the reclamation of waste or barren lands and the growing of more profitable crops on lands which formerly used to carry only poor crops of some inferior millets, the teaching of proper rotations doing away with the necessity of fallows, the reduction of the seed rate in the case of paddy and the popularization of organic and phosphatic manures where this crop is cultivated under wet land conditions, the prevention of the attack of smut in jowar by steeping the seed in copper sulphate before sowing, and the use of improved implements are already producing remarkable results and will in course of time considerably increase the normal outturn of these crops and improve the economic condition of the cultivators.

As India imports many articles of daily consumption for which she pays by exporting her surplus food, cotton, jute, etc., it is but proper that these latter non-food crops should also receive due attention, and already most substantial results to the credit of the Agricultural Department fall to be recorded under these heads. The great success of Kakya Bombai Jute, the strain isolated by Mr. Finlow in Bengal, of the selected roseum cotton in Berar, of Company cottons in Tinnevelly and of 4F American Cotton in the Punjab, is so gratifying that it is felt that, given a large staff for investigation and demonstration, the future for the agriculture of India is bright and full of promise. Each year shows considerable addition to the stock of knowledge of local agricultural and economic conditions acquired by the officers of the department, and the results of this are seen in more intensive and fruitful lines of enquiry taken up.

Rice cultivation in India.

The work of the Agricultural Departments in connection with this crop (rice) consists not only in the evolution of strains of superior yielding power and the distribution of their seed with the object of replacing inferior varieties of mixtures grown by the cultivators, but also in bringing about changes in the methods of cultivation by effecting a reduction in the seed rate, the adoption of transplantation where broadcasting is the rule and economic transplanting where planting in bunches is in vogue, and demonstrating the profit to be derived from the application of organic and phosphatic manures where water-supply is assured.

An important experiment was started at Coimbatore to test some of the problems raised by the work of Dr. Harrison on paddy soils. The experiment is designed to test separately the effect of the addition of organic matter and of nitrogen to paddy soils and also to bring out any difference due to growing a green manure crop on the field to be manured as compared with bringing in the green manure from outside.

Paddy seems to respond well to a concentrated nitrogenous manure such as ammonium sulphate applied in addition to green manure. Dr. Harrison has shown that the nitrogen in the green manure is largely dissipated in the form of gas, so that the plant does not make use of all the nitrogen contained in this manure, as was formerly thought to be the case.

Manurial trials at Mandalay have demonstrated the value of organic and phosphatic manures separately and in combination, the value of burnt paddy husk as a dressing for heavy soil and the fact that the use of bonemeal though it gives a considerable increase in the crop barely covers its cost. Those at Hmawbi indicate (1) that with practically all the manures used the effect is greater on the straw than on the grain yield, (2) the superior effect of bulky organic manures, (3) that superphosphate appears to give better results than bonemeal, (4) that on Lower Burma soils potash manure does not seem to be necessary, (5) that sodium nitrate instead of giving good results seems to inhibit the growth of rice plants, (6) that nitrolim cannot rank with sulphate of ammonia which alone or in combination with superphosphate and potassium sulphate is a powerful stimulant, and (7) that lime appears to have little effect.

Sugar-cane cultivation in India.

The area under this crop rose from 2,416,000 acres in 1916-17 to 2,796,000 acres in the year under report, which is an increase of 16 per cent and the estimated total yield from 2,730,000 tons to 3,266,000 tons, an increase of 20 per cent. The average yield per acre during the year was 2,617 lbs. against 2,531 lbs. of last year and the decennial average of 2,219 lbs; the increase in yield being due to the fact that the monsoon was very heavy.

With the exception of cotton manufactures sugar is India's largest import; the quantity (excluding confectionery and molasses) imported during the year was 470,700 tons against 803,000 tons in 1913-14, but this on account of higher prices was valued at 15 crores and 4 lakhs of rupees against 14 crores in 1913-14. As in the previous year there were no imports of beet sugar. It may be mentioned that the imports of beet have never bulked large in comparison with cane sugar imports. Among the exporting countries Java stands first and the Straits Settlements and Mauritius come next. But it must be borne in mind that the imports from the Straits Settlements are simply Java sugar transhipped in Singapore.

There are 39 sugar factories in this country. From the returns submitted by 30 (13 in Bihar, 9 in the United Provinces, 5 in Madras and 3 in Bengal and Punjab) to the Department of Statistics, it appears that they turn out, per day of 22 hours, 175 tons of sugar from cane (first sugars), 75 tons from cane (second sugars) and 258 tons from raw sugars. The maximum amount of sugar that can be produced by these factories is 533 tons per day.

The subject of the Indian sugarcane industry was considered at the last meeting of the Board of Agriculture held at Poona and it was felt that the industry is in need of immediate attention. That this is fully realised by Government was obvious from the remarks of Sir Claude Hill in his opening address at that meeting. As Government cannot be expected to take up the question of developing the industry in serious manner until they have definite information on the subject, the Board passed a resolution particularly emphasising the importance of starting without delay a bureau of information on the sugar industry. Such an institution is required for collecting in one office the scattered information recorded regarding the character of the sugarcane tracts in India, the varieties grown, the methods of cultivation and of making the finished product, the causes of success or failure in the case of existing or past concerns and generally to give up-to-date, reliable information on the subject. This resolution is receiving the attention of Government.

Miscellaneous.

In a country like India where tracts abound in which agriculture becomes impossible without irrigation, the importance of the investigation as to how water can be used to the greatest advantage and with least possible damage to the soil will at once be apparent. Dr. Leather on the chemical and Mr. Howard on agricultural side have both gone into the subject while agricultural and irrigation officers in the provinces have made some important observations, but further investigations on a systematic scale are still necessary. The soil and sub-soil, the climate, temperature, season and rainfall, the sub-division of fields, the hours during which irrigation is done by night or day-the state of watercourses, the land-levels and the skill and sense of duty of the cultivators are all factors that vary with every tract where irrigation is practised, and all these will have to be studied before really useful recommendations are made to the cultivators. The Board of Agriculture in India considered this question at its meeting at Poona and recommended the creation of a special staff for the study of the many problems connected with it. This scheme should take time to mature; in the meantime the Punjab Government have already decided to start a special farm for the study of the water requirements of different crops, but this it is impossible to initiate at once for lack of staff.

Manures.

The principal manurial substances used in India are cattle manure, household refuse, ashes, soil from old village sites, tank and river beds, oilcakes, fish manure, nitre-earth, saltpetre and lime. Leguminous crops which do so much to restore the fertility of soils are generally grown in rotations and the practice of green-manuring is being introduced by the Department into districts where it was previously unknown. Better conservation of cattle urine and farmyard manure is being demonstrated to cultivators. Artificial fertilizers such as Chile saltpetre, ammonium sulphate, superphoshate, bone-meal etc. are used in an increasing measure by planters and intelligent raiyats. In Bombay it has been proved that for valuable irrigated crops a substantial profit can be realised by the use of artificial manures. On the other hand, all indications go to show that for ordinary irrigated field crops the profit from artificial manures is very problematical even in tracts which ordinarily have a good rainfall while in the tracts of more precarious rainfall their use for unirrigated crops is out of the question. For ordinary field crops in tracts of good rainfall nothing gives such good results as farmyard manure. As regards nitrogenous manures there is always a ready response from crops by the application of some quickly acting nitrogenous material like nitrate of soda, which is marked by the intense green colour on the foliage and the pushing on of growth, but an over-dose of nitrogen tends to lateness of ripening. A large demand for sulphate of ammonia is springing up among sugarcane growers in the Deccan. Nitrate of lime and nitrolim are being imported into Madras in increasing quantities.

AGRICULTURAL DEPARTMENT.

CERTAIN ASPECTS OF ORGANISATION AND POLICY.

[**Bengal.**]

As it is desirable to place the public in possession of the intentions and policy of the Agricultural Department in the agricultural development of the Bengal Presidency, the Governor in Council deems it advisable to explain in some detail certain aspects of the organisation of the department, together with some suggestions derived from the experience of other countries as to how the people can best benefit from its activities.

The necessity for private effort.

The two main branches of the department are the research and demonstration branches. It is however, clear that the activities of the department in respect of the demonstration of the results of the investigations of the research branch cannot be expected to reach more than a fringe of the agricultural population without the help of the public. On the one hand, the extent of such activities is conditioned by financial considerations; on the other hand, any development of the kind is of no avail if the people are not ready or cannot arrange to take advantage of it. Individually the agriculturist is ready ; experience in the country has shown that if he can see with his own eyes the value of an improvement he will adopt it. But if all are to benefit, experience in other countries shows that the agriculturists must meet Government half-way in the matter. It has been found in those countries that, if small associations of agriculturists are formed to test and adjudicate on suggested improvements, to discuss their successes and failures with each other and to bring their needs to the notice of the Agricultural Department, then not only is the practical problem of how to reach the whole agricultural population solved, but there is hardly any limit to advancement in the direction of improved production, economic distribution, improvement of breed, and indeed in all mental and moral development. In the words of an American Professor of Political Economy, Dr. J. A. Ryan, " The transformation in the rural life of more than one European community through co-operation has amounted to little less than a revolution. Higher standards of agricultural products and production have been set up and maintained, better methods of farming have been inculcated and enforced, and the whole social, moral and civil life of the people has been raised to a higher level. From the view-point of material gain, the chief benefits of agricultural co-operation have been the elimination of unnecessary middlemen, and the economies of buying in large quantities, and selling in the best markets, and employing the most efficient implements."

An essential condition, however, for the success of such associations is that they should be conducted on the basis of self-help. It is desirable for Government to assist such associations by teaching and exercising close control; but interference with their management or the grant of pecuniary aid by Government impairs the fundamental principle of self-reliance.

Formation of small Agricultural Associations in Bengal.

What precise form private effort should take in Bengal, it is perhaps too early to prophesy. But undoubtedly there is every reason to believe, from the experience gained in other countries that the formation of small agricultural associations should prove successful, whether as simple associations formed for the purpose mentioned in the preceding paragraph, or as co-operative societies dealing with the purchase of seeds and implements or with the distribution of agricultural produce. There is probably room for associations combining one or more of these functions. Apart from foreign experience and experience in other Provinces in India, there is also the definite fact that such simple associations, serving thanas, or even smaller areas, have met with marked success in the district of Birbhum in the Bengal Presidency. By the co-operation of official organisation and private effort of this nature not only will the successes obtained by experiment be brought to fruition in the interior, but Government will be furnished with a first-hand agency for ascertaining the real needs and the wishes of the agricultural population.

His Excellency in Council hopes, therefore, to see a further extension of this experiment throughout the Province, particularly in those districts in which demonstration farms already exist or are about to be established, as it is in those districts that the Agricultural Department can give the most help. The formation of such associations rests, however, with the public; and they will only be successful if they are financed and managed by the people. The principle accepted as essential by the Board of Agriculture in India, at their seventh meeting in 1911, was that those who are associated should all be agriculturists, really interested in local agricultural improvement.

The officers of the Departments of Agriculture and Co-operative Societies will be ready at all times with their advice and counsel.

Functions of existing Associations.

The extension of such small associations, if carried into effect, will inevitably involve some alteration in the functions of the existing provincial, district and divisional agricultural associations. The district associations may, for example, find as time goes on, that their executive functions are being gradually absorbed by the working village societies. For the present, they may find that their duties are devoted to the organisation of such societies. The development will of necessity be a gradual process, and the present associations will doubtless adapt themselves to changing circumstances or give way to a different organisation if they cease to satisfy a real need.

The divisional associations, in particular, may not be required, while experience may show that the functions at present discharged by the provincial association can be more effectively performed by the new Board of the Agricultural Department which has been created.

Establishment of demonstration and seed farms.

The research work of the Department, or, more properly speaking, the investigation work, is mainly conducted at the Dacca Agricultural Station, which is the headquarters of the chemical, botanical and fibre sections, while there is a smaller investigation centre in West Bengal at Chinsura. At these centres problems of practical utility to Bengal agriculturists are investigated, such as the production of improved rice, jute and sugarcane, the suitability of various fertilizers, the prevention of insect pests and so on; and not, as there is a tendency in some quarters to believe, research work of a purely academic interest. For the purpose of testing the results obtained at these research stations and demonstrating their value, smaller stations or farms have been established at Rajshahi and Rangpur. Private farms at Burdwan and Kalimpong are also managed by the Department. The utility of these stations has been fully proved and the necessity for small farms in every district accentuated, owing to the success attained in the plant-breeding sections of the Department. It has thus become necessary to arrange for the establishment of a demonstration and seed farm in each district, for the dual purpose of adjusting the results of scientific investigations at the central research stations to local conditions and of taking up the study of purely local problems. Each farm will form a centre for the demonstration of such items as have been found by actual tests to be suited to local conditions. A programme is, therefore, under contemplation for gradually providing every district in Bengal with a demonstration and seed farm as soon as practicable, whilst official sanction has already been accorded to the establishment of such farms at Mymensingh, Bogra and Comilla.

Co-operation of District Boards in establishment of farms.

In view of the popular interest in agriculture, it has also been considered desirable to enlist the interest of the District Boards by requesting them to co-operate in the establishment, maintenance and management of the farms, subject to the professional control of the Agricultural Department.

In the view of His Excellency in Council the forms which the assistance from District Boards may legitimately take are as follows :—

(1) Provision of land or of money towards the acquisition of the land or towards the necessary buildings.

(2) Provision for the whole or a portion of the recurring expenditure on a farm.

The Governor in Council holds that District Boards should possess a voice in the management of the farms to the extent to which they contribute, subject to the professional control of the Department. Certain District Boards have already agreed to co-operate on these lines.

Demonstrators.

For the purpose of advertising the results obtained at the central research stations and on these farms and in advising the small agricultural associations which are expected to come into being definite circles, such as the area of a police station, are necessary for demonstration work in charge of demonstrators working under the supervision of agricultural officers. Twenty-six district agricultural officers, *i.e.*, one for each district in the Presidency, have now been sanctioned; five additional agricultural officers have also been appointed for special work; and there are at present altogether 79 demonstrators. It is contemplated that, with the completion of the programme for the construction of farms and the multiplication of small agricultural associations, the number of these demonstrators will be gradually but largely increased, until there is one for each police station in Bengal.

Seed-stores.

Experience in Bengal has shown that the immediate result of successful demonstration at any of the farms already in existence is a demand for improved agricultural appliances, and for seed of a new crop or of a new variety of crop. In fact, agricultural improvement in India necessitates in nearly every case the use of some new thing, whether it be seeds, fertilizers, implements or insecticides. This is exemplified by the insistent and growing demand for seed-stores in those districts where seed of a new crop variety has been issued. One seed-store will not be sufficient in a district; but seed-stores should be established also at every sub-divisional head-quarters and at all demonstration centres. To produce the best results such seed-stores should, however, be established and maintained by such bodies as agricultural associations or co-operative societies or local authorities. It is not, therefore, the policy of Government to establish and maintain such seed-stores themselves for areas smaller than a sub-division. Not only would this involve too large a commercial undertaking for a Government—where attempted in other countries, it has ultimately been abandoned for this reason—but it would involve too great an encroachment on the sphere of private effort. There are already 30 stores in existence under the auspices of Government, and 71 are being created under local organisations.

General policy.

By the continuance of investigation for practical ends at the central farms, by the creation of demonstration farms in every district and seed-stores in every sub-division, by the appointment of a staff of agricultural officers and demonstrators in sufficient numbers to aid District Officers and the Department on the one hand, and the agriculturists, either individually or in association, on the other, the Bengal Government are aiming at the solution of the two problems which the Agricultural Adviser to the Government of India has declared to dominate the whole situation: the first is the provision of the best obtainable seed for any type of agricultural produce, and the second the creation of an agency for its distribution.

EDUCATION.

The Punjab Primary Education Act, 1919.

AN ACT TO MAKE PROVISION IN THE PUNJAB FOR THE COMPULSORY ATTENDANCE OF BOYS AT PRIMARY SCHOOLS.

It is hereby enacted as follows :—

PART I.

1. (1) This Act may be called the Punjab Primary Education Act, 1919.

(2) It shall come into force on such date as may be notified in this behalf by the Local Government.

(3) Part I of this Act shall extend to the whole of the Punjab. Part II of this Act shall extend only to those local areas to which it may be applied in accordance with the provisions of Part I.

2. In this Act, unless there is something repugnant in the subject or context,—

"parent" includes the guardian and every person who is liable to maintain or has the actual custody of any boy;

"Education Department" means the department in charge of Education under the Local Government of the Punjab;

"Local authority" means a District Board, Municipal Committee, Cantonment Committee or a Committee of a Small Town or Notified Area;

"Recognised School for Primary Education" means a school or department of a school recognised by the Education Department, and imparting instruction in the courses prescribed for primary schools by the Education Department;

"School Attendance Committee" means a Committee appointed under section 16 of this Act.

3. (1) Any local authority may resolve, by a majority of two-thirds of the members present at a meeting specially convened for the purpose, to propose that Part II of this Act shall be applied to the whole or any part of the area within the local limits of its authority.

(2) When a resolution has been passed under sub-section (1), the local authority shall publish it locally, and any person likely to be affected thereby and objecting thereto may, within thirty days from the publication of the resolution, send his objection in writing to the local authority; and the latter shall at a meeting convened for that purpose take his objection into consideration.

(3) If no objection is sent within the said period of thirty days,

or if the objections received having been considered are deemed insufficient by a majority of two-thirds of the members present at such meeting, the local authority may submit its proposals to the Local Government, with the objections, if any, which have been sent in and with its decision thereon.

(4) The local authority shall at the same time submit to the Local Government a statement showing the school accommodation, equipment and the educational staff required and the amount or part of expenditure thereon it is prepared to supply.

(5) The Local Government on receiving the proposals and statement may sanction the same, or refuse to sanction them or return them to the local authority for further consideration.

(6) When the proposals and the statement have been sanctioned by the Local Government, the local authority may direct that Part II of this Act shall be applied in accordance with the said proposals.

(7) Every direction under sub-section (6) shall be published locally and notified in the "Punjab Gazette," and the notification shall be conclusive evidence that with effect from the date of such notification or such other date as may be specified therein, Part II of this Act has been duly applied to that area.

4. (1) Subject to any rules which the Local Government may make in this behalf, the local authority of any area to which Part II of this Act is applied or is proposed to be applied may impose additional taxation towards meeting the cost of providing primary education for boys residing in such area.

(2) Such additional taxation may be by means of the imposition of any tax or rate which may legally be imposed in such area under the Punjab District Boards Act, 1883, or the Punjab Municipal Act, 1911, or other Act constituting the local authority, as the case may be, or by the enhancement of any such existing tax or rate, subject to the maximum, if any, prescribed by such Act or by the levy of a special education cess payable by all or any of the persons resident or owning property within such area.

(3) The procedure for levying the education cess shall be the procedure prescribed for imposing taxes under the Punjab District Boards Act, 1883, or the Punjab Municipal Act, 1911, or other Act constituting the local authority as the case may be.

5. The Local Government may by notification exempt particular classes or communities from the operation of this Act.

6. The Local Government after reference to the local authority may by notification suspend or cancel the application of Part II of this Act in any local area.

7. The local Government may by notification direct that any additional taxation imposed under section 4 shall be reduced or discontinued from such date as it may fix.

8. The Local Government may after previous publication make rules for carrying out the provisions of this Act.

PART II.

9. (1) In every area to which this Part is applied, it shall be the duty of the parent of any boy residing within such area, who is not under six and not over eleven years of age, to cause such boy to attend a recognised school for primary education unless there be a reasonable excuse for his non-attendance within the meaning of section 10.

Provided that no boy who has completed the course prescribed for the fourth primary standard or a course recognised by the Local Government as equivalent to that standard shall be required to attend such recognised school.

(2) Where under this section it is the duty of the parent of any boy to cause him to attend a recognised school the local authority, subject to the approval of the Local Government, shall prescribe the number of days in each month and the number of hours in each day during which such boy shall be required to attend; and a boy shall not be deemed to have attended school in the meaning of this section unless he has attended on the days and during the hours so prescribed.

(3) The local authority with the previous sanction of the Local Government may substitute "seven" for "six" and "twelve" for "eleven" in the foregoing sub-section (1) as applied to any local area under its control. Any such variation of the age limits shall be notified in the "Punjab Government Gazette."

10. Any of the following shall be deemed to be a reasonable excuse for non-attendance:—

(*a*) that there is no recognised school for primary education within a distance of two miles by the nearest route from the residence of the boy;

(*b*) that the boy has been exempted by the school attendance committee on religious grounds;

(*c*) that the boy is shown to the satisfaction of the school attendance committee to be receiving efficient instruction in some other manner;

(*d*) that the boy has been granted temporary leave of absence from school for sickness or other sufficient reason in accordance with bye-laws made under this Act by the local authority;

(*e*) that the boy is shown to the satisfaction of the school attendance committee to be permanently unfit to attend school by reason of some bodily defect or infirmity.

11. The local authority of every area to which this Part is applied shall provide and maintain such school accommodation and equipment and shall employ such educational staff as the Director of Public Instruction may consider necessary.

12. The local authority of any area to which this Part is applied shall charge no fees in any recognised school for primary education maintained by itself, and if required by the authorities of any school within its local area not maintained wholly out of provincial or local funds, shall pay from its own funds, the whole or part of

any fees up to the maximum scale of fees provided by the Punjab Education Code, payable for primary education in respect of any boy or boys attending such school.

13. Any parent who shall neglect to comply with the provisions of section 9 shall on conviction by any Magistrate be punishable with a fine not exceeding five rupees.

14. Any person other than the parent of such boy who shall during the prescribed hours of attendance at school utilise in connection with any employment, whether for remuneration or not, the services of any boy whose parent is required under section 9 to cause his attendance at school shall on conviction be punishable with a fine not exceeding twenty-five rupees.

15. All fines levied by any Magistrate in respect of any offence against the provisions of this Act shall be credited to the funds of the local authority.

16. The local authority of any area to which this Part is applied shall appoint one or more school attendance committees to be constituted in such manner as may be prescribed by bye-laws made by such authority in this behalf.

17. Whenever the school attendance committee has reason to believe that the parent of any boy within its area is not causing the boy to attend school in accordance with section 9, or that any person is employing any boy in a manner which constitutes an offence under section 14, it shall warn him to cause the boy to attend school or to discontinue the employment of the boy, as the case may be, within one week after receipt of such warning.

18. No court shall take cognizance of any offence under section 13 or 14 except upon complaint made by the school attendance committee and unless a warning under section 17 has been given and not complied with.

19. With the previous sanction of the Local Government or of such authority as the Local Government may appoint in this behalf, a local authority may make bye-laws—

(*a*) generally to carry out the objects of this Act, and
(*b*) in particular prescribing—
    (i) the constitution, duties and powers of the school attendance committee;
    (ii) the conditions under which leave may be granted to boys under section 10 (*d*), and the authority competent to grant such leave.

INDUSTRIES AND COMMERCE.

Development of Communications.

CONSTITUTION OF A BOARD.

[United Provinces.]

In connection with the general problem of the industrial and agricultural development of the province, the Lieutenant-Governor has had under consideration the question of bringing together the various authorities and communities interested in the development of communications inside the province and between this province and the neighbouring provinces. He is of the opinion that it is important that the industrial and the agricultural interests should be kept in close touch with the railway authorities. There are also large problems to be dealt with in the near future with regard to the development of trunk and feeder roads, construction of road bridges, maintenance of ferries, the construction of branch and feeder lines, and the respective spheres of influence of different gauges of railways within the province. It will be of very great advantage to the Local Government to have the advice and assistance of a fully representative board in the shaping of the policy of the Government in all these matters. His Honour has therefore decided that a provincial Board of Communications should be established as an advisory body to deal with such cases.

The constitution of the Board will be as follows:—

(1) One representative from each of the different railway systems in the province.
(2) Chief Engineer, Public Works Department, Buildings and Roads branch.
(3) Chief Engineer, Public Works Department, Irrigation branch.
(4) Director of Industries.
(5) Chief Conservator of Forests.
(6) Director of Agriculture.
(7) One member to be nominated by the Upper India Chamber of Commerce.
(8) One member to be nominated by the United Provinces Chamber of Commerce.
(9) Two members to be elected by the non-official members of the Legislative Council.
(10) and (11) With a President and a Secretary.

The Secretary to Government in the Industries department will attend the meetings of the Board, if necessary.

The nominated and elected members will hold office for two years and will be eligible for re-nomination or re-election, as the case may be.

Sir Harcourt Butler attaches great importance to the association of non-officials and officials in this matter, and will be glad to receive proposals which will make the Board more efficient and useful.

JAILS.

Jail Administration Report for 1918.

GOVERNMENT REVIEW

[Madras.]

The salient features of prison administration in the Madras Presidency during the year 1918 are—

(i) a rise in the prison population, the daily average being the highest since the famine year of 1877;

(ii) a fall in the number of civil prisoners;

(iii) a record sum in the assets of the manufactory department; the closure of the military market, together with the increase in population alluded to above, makes it imperative that if this satisfactory position is to be maintained, consuming departments should indent to the utmost upon jail supplies, and the Government desire that this should be constantly kept in view by the heads of such departments;

(iv) a slight rise in the cost per head and a slight fall in the net cash earnings; and

(v) a large increase in sickness and mortality.

The satisfactory decrease in the number of youthful offenders and girls shown in the last report was not continued; the figures, however, remained practically stationary.

The Tanjore jail for adolescents continued to do good work. The experiment of deputing prisoners to work outside on ticket of leave will be watched with interest. The printing work introduced in this jail during the year under review has since been stopped as it was found impossible to keep a sufficient number of convicts on the work. The Governor in Council has, however, sanctioned the conditional release of three convicts for work in the Government Press, Madras.

The Government regret to note that jail mortality which receded to 7·9 per mille in 1913 has been steadily increasing year by year. Apart from deaths due to the exceptional severity of the influenza epidemic the death-rate during the year under review still exceeded 16 per mille, this being the highest figure since 1909. This unsatisfactory record is attributable largely to bad water-supply, defective sanitary arrangements and abnormal climatic conditions during the year, and there is good reason to hold that the prevalence of sickness and mortality is susceptible of reduction by the employment of suitable measures. The Inspector-General of Prisons will be separately addressed in the matter. The Government trust that the establishment of the proposed tubercle annexe at Coimbatore will have a markedly beneficial effect.

Administration Report of the Inspector-General of Prisons, Madras.

Judicial Statistics.

The year opened with a population of 12,308 prisoners of all classes, 1,16,454 were received and 1,13,513 discharged during the year, leaving 15,249 at the close of the year. The daily average number confined was 13,375·76 as compared with 12,135·78 in the preceding year and is the highest on record since the famine year of 1877.

Of the 24,196 convicts committed to Jail, 17,649 or 72·94 per cent were for offences under the Indian Penal Code and the remaining 6,547 or 27·06 per cent for offences under other laws. The corresponding ratios of the previous year were 74·13 and 25·87 per cent, respectively. Compared with the preceding year, offences against property, Chapter XVII of the Indian Penal Code, rose from 10,581 to 12,781, the increase being noticeable under theft (from 7,053 to 8,093), dacoity (from 224 to 466), criminal breach of trust (from 356 to 404), receiving and concealing stolen property (from 405 to 640) and house breaking and house trespass (from 1,547 to 2,257). Offences against the public tranquility also rose from 771 in 1917 to 894 in the year under review. There were in all 389 cases of murder, attempt to murder and culpable homicide not amounting to murder as compared with 366 in the previous year. The number committed to jail for failure to furnish security was only 963 against 1,116 in 1917. Increases or decreases under other heads of offences do not call for any remarks.

On the 1st January 1918, the convict population stood at 9,193 males and 232 females. The number received by direct committal during the year was 23,180 males and 1,016 females as compared with 20,215 males and 929 females in the previous year. Of those discharged during the year, 2,436 were released on appeal, 17,423 on expiry of sentence and 2,880 under remission rules as compared with 2,664, 16,109 and 2,940, respectively, in the previous year. Fifteen convicts were released by the order of Government on account of sickness, and 230 on other grounds. One-hundred and fifty-four convicts were transported beyond seas, 12 were transferred to the Lunatic Asylum, 4 escaped and remained at large, 69 were executed and 262 died. The daily average number of convicts was 9,908·79, which is 420·40 more than in the previous year; and 10,801 convicts remained at the end of the year.

There were 2,299 under-trial prisoners in confinement at the beginning of the year and 60,087, which includes 26,290 transfers, were received during the year, making a total of 62,386 dealt with. Their daily average was 3,076·86 as compared with 2,155·89 in the preceding year. Of the total population dealt with, excluding transfers and those remaining at the end of the year pending trial, 12,081 or 37·71 per cent were convicted and sentenced and 19,838 or 61·92 per cent were released. The corresponding ratios of the previous year were 38·25 and 52·67 per cent, respectively. There were 27 escapes and 93 deaths during the year as compared with 23 and 34, respectively, in the preceding year. Prisoners awaiting trial before Sessions Courts were detained on an average for 31·52 days as compared with 32·66 days in 1917, while those pending trial before Magistrates were detained for 12·80 days against 17·51 days in 1917. These figures show an improvement.

The number of civil prisoners who remained in custody on the 1st January 1918 was 584 and 3,380 were received during the year, making a total of 3,964 civil prisoners dealt with. Of these, 3,550 were released, 17 were transferred, and 6 died, leaving 391 in confinement at the close of the year. Compared with the previous three years, the number received and discharged during the year, that remaining at the end of the year and the daily average population show a decline.

Six State prisoners were confined in jails at the beginning of the year, 2 were admitted, 2 released and 1 was removed to Delhi during the year leaving 5 in confinement at its close.

Of the 24,196 convicts received by direct committal, 89·45 per cent were Hindus, 7·69 per cent Muhammadans and 2·86 per cent Christians. The corresponding figures of the previous year were 88·04, 9·27 and 2·69 per cent, respectively

The number of convicts admitted under 16 years of age was 107 as compared with 64 in the previous year. The number under the other age periods also shows increases over the figures of the preceding year corresponding to a rise in the total admissions.

The percentage of literate convicts admitted during the year declined from 18·04 in 1917 to 16·54 in 1918, while that of the illiterates rose from 81·96 to 83·46.

Of the admissions, 50.13 per cent had been engaged in agriculture and with animals, as compared with 49·86 in the preceding year, 5·93 per cent had been engaged in commerce and trade and 21·56 per cent had not followed any specific trade or profession. The rest were variously employed before admission into the jail.

The percentage of convicts sentenced to simple imprisonment was 6·77 and of those sentenced to rigorous imprisonment was 92·98. as compared with 7·65 and 92·13, respectively, in the preceding year. The number of convicts sentenced to rigorous imprisonment with solitary confinement was 60 against 43 in the previous year, and only one convict was awarded whipping in combination with rigorous imprisonment. Of the total admissions, 109 had been sentenced to death, 160 to transportation for life and 69 for a term of years; 7,500 were committed with sentences of one month and less, 14,526 to periods of imprisonment of above one month and not exceeding one year and the remainder, *viz.*, 1,832, to various terms ranging from 1 to 10 years. Of those who remained in confinement at the end of the year, 19 were sentenced to death, 325 to transportation for life, 174 for a term of years, 89 were sentenced to periods of imprisonment exceeding 10 years and 3,830 to periods of imprisonment from 1 to 10 years. The number of convicts who were under sentences of one month and less was 628 while those remaining with sentences of more than one month but less than a year numbered 5,736.

During the year, 2,748 or 11·36 per cent of the convicts admitted had been previously convicted. Of these, 415 had been imprisoned for the first time in default of finding security under section 110 of the Criminal Procedure Code, 1,639 had one previous conviction, 351 two previous convictions and 343 more than two. The figures of the previous year were 450, 1,664, 456 and 446 respectively.

The number of habituals admitted during the year was 3,357 or 17·52 per cent of the total admissions, as compared with 3,654 or 22·02 in the previous year.

The requirements of section 27 of the Prisons Act, IX of 1824, in regard to the separation of prisoners have been complied with in all the jails and habituals are confined altogether apart from casuals during the night and as far as possible during the day. The Salem Jail set apart for the confinement of habitual offenders of a hardened type and 615 habituals at the beginning of the year, received 246 (51 by direct committal and 195 by transfer from other jails) during the year, making a total of 761 dealt with. The daily average was 619·82. Habituals admitted to jails in the Tamil-speaking area alone are transferred to this jail while those admitted into jails in the West Coast and in the Telugu districts are segregated in the close prisons of the respective jails, and the separation of these criminals from the casuals is as complete as possible.

The number of youthful offenders under the age of fifteen years admitted during the year was 36 as compared with 29 in the previous year. The number of girls was 4 against 3 in 1917. Of the 32 male juveniles, 22 were transferred to the Reformatory School, Chingleput, and the remaining 10 boys and 4 girls served their sentences in jail.

Tanjore Jail for adolescents.

At the beginning of the year, 211 convicts remained in confinement, 312 were admitted, making a total of 523 adolescents dealt with. The reclamation of youthful offenders is the chief aim of the institution. The special features are, classes giving elementary education in the different vernaculars, physical and moral training, study of agriculture in theory and practice and the teaching of select industries which may be followed by the convicts after release. The attendance at school for two hours a day is compulsory and the boys are taught reading, writing and arithmetic by teaching staff attached to the jail. A library of choice books is attached to the school for the benefit of the boys. The progress of the school is reported to be satisfactory. One hour daily is devoted to physical training under the supervision of gymnastic instructor and the boys are allowed to play their village games at leisure hours and football and tug-of-war occasionally. Daily about 40 boys who belong to the agricultural class undergo special courses of instruction in agriculture given by a graduate of the Agricultural College, Coimbatore, by means of lectures in the class room and practical demonstration in the field. Carpentry, weaving and sandal-making are the chief industries taught. Printing and book-binding have been introduced since the transfer of the District

Press to the jail. Attention is also paid to the moral uplift of the boys and every day the class work begins with a short common prayer and a short moral tale. Periodical lectures on moral and religious subjects are delivered by the teachers as well as by honorary gentlemen appointed for the purpose. Endeavours are being made to enlist the sympathy and co-operation of the public-spirited gentlemen to act as probation officers for the adolescent prisoners released from the district jail to watch their career and to make them useful members of society. As an experiment, 5 prisoners who had completed about half their sentences were released conditionally by Government to work under private firms till their original sentences expire. Two of these are employed as carpenters in Madras, one as a tailor and two as gardeners in Tanjore. Their conduct so far is reported to be good.

Education of convicts.

Elementary education is carried on in all jails by a special teaching staff. Reading, writing and arithmetic are the subjects taught in the vernacular. English is taught to a small extent in Coimbatore Jail to convicts under training for Press work.

Education is compulsory for all convicts under thirty years of age.

Religious and moral lectures are given from time to time by the jail teachers and also by ladies and gentlemen who kindly offer their services for the purpose.

The jail schools are annually inspected by an officer of the Educational Department, whose reports are generally satisfactory and encouraging. These officers also give valuable advice from time to time on matters concerning education. Libraries are kept in all the jails and literate convicts are encouraged to take out books on loan, to read on Sundays and during leisure hours. Gifts of books are frequently made by well-wishers. Since my last report Government have made all jail teachers' appointments permanent and pensionable, at my suggestion, and this has already had a good effect, the teachers have become satisfied and more interested in their work.

Jail expenditure.

Excluding as usual the outlay by the Public Works Department on jail buildings, the total expenditure of the year amounted to Rs. 20,06,741-2-10 as against Rs. 16,16,747-15-5 in 1917.

Establishment charges.

Under this head there was an outlay of Rs. 3,46,604 as against Rs. 3,35,942 in 1917. Though the expenditure is higher than last year the cost per head of population fell from Rs. 27-10-11 in 1917 to Rs. 25-14-7 owing to a larger prison population.

Dietary Charges.

The total cost and the cost per head of diet increased from Rs. 4,42,656 and Rs. 38-0-3 in 1917 to Rs. 5,38,090 and Rs. 41-7-0 respectively in the year under report. The increase is due to the rise in the prison population and the higher prices paid for food-grains

Hospital charges.

The total expenditure and the cost per head advanced from Rs. 32,917 and Rs. 2-11-5 in 1917 to Rs. 39,402 and Rs. 2-15-2 in 1918. The increase is due to the adjustment during the year 1918 of the cost of medicines supplied to certain jails in the previous year, to the enhanced price for medicines consequent on the war and to the greatly increased demands on account of the severe influenza epidemic.

The total cost and the cost per head for clothing and bedding increased from Rs. 30,506 and Rs. 2-9-11 in 1917 to Rs. 41,368 and Rs. 3-3-0 in 1918. The increase was owing to a larger population dealt with and the enhancement of the price of convicts' clothings.

Though there was a slight increase under sanitation charges, the cost per head declined from Rs. 2-12-2 in 1917 to Rs. 2-8-6 in 1918.

Charges for moving prisoners.

The total cost and the cost per head advanced from Rs. 29,794 and Rs. 2-7-3 in 1917 to Rs. 33,705 and Rs. 2-8-4 in 1918. The increase is due to the larger number of prisoners released and transported than in the previous year.

Sickness and mortality.

The year 1918 was especially marked by the prevalence of influenza which broke out in a severe form in all the jails. The climatic conditions were abnormal owing to the failure of seasonal rains and the health of the prisoners admitted was generally poor due to the prevailing scarcity. The health of the jails was affected owing to these causes and in consequence the figures of sickness and mortality compare unfavourably with those of the preceding years. Particulars of sickness and mortality for the year 1918 as compared with the four preceding years are furnished in the following table:—

Years	Daily average number of prisoners	Daily average sick	Ratio per mille of daily sick	Deaths			Death-rate		
				From cholera	From other causes	Total	From cholera	From other causes	Total
1914 ...	11,327	180	15·9	4	130	134	·3	11·5	11·8
1915 ...	12,181	160	13·2	3	131	134	·2	10·8	11·0
1916 ...	12,440	164	13·2	3	147	150	·2	11·9	12·1
1917 ...	12.136	179	14·7	13	175	188	1·1	14·1	15·5
1918 ...	13,376	239	17·9	8	352	360	·6	26·3	26·9

The number admitted to hospital increased from 5,334 in 1917 to 6,996 during the year, of which 1,582 were due to influenza. The daily average sick was also large, *viz.*, 239·93 as compared with 179·02 in the preceding year. There were 360 deaths during the year as compared with 188 in the previous year, and the death-rate rose from 15·49 in 1917 to 26·91 in 1918. Influenza alone caused 144 deaths, and if this number is excluded the death-rate works out at 16·15 per mille.

Water-supply and Sanitation in Jails.

The water-supply to the jails in general is indifferent in quality and deficient in quantity. The bacteriological report on the water is almost universally "condemning." Almost all wells run dry during the hot season and from time to time cause serious alarm owing to scarcity. Every effort is made to ensure the purity of the water for drinking and cooking purposes by boiling, but this does not prevent infection to convicts surreptitiously drinking water when bathing, etc.

In most jails good well water is unprocurable, and the linking up of the municipal sources where available, and the introduction of a main supply where non-existent at present, is an important problem which concerns the national health of the community at large.

Conservancy.—Many of the latrines in the jails have been rendered fly-proof and new cage latrines were put up during the year; several were renewed as funds permitted. "Flush out" latrines have been lately suggested as more satisfactory than fly-proof latrines and it is proposed to introduce them into the Penitentiary.

Accommodation.

At the close of the year under review, accommodation was available in all the central and district jails and in the Civil Jail at Madras for 12,269 prisoners of all classes as compared with 12,299 at the end of 1917.

General features of the year.

The salient features of the year are—

(1) A rise in the prison population.
(2) A fall in the number of civil prisoners.
(3) A decrease in the number of jail offences and punishments.
(4) Increase in the total expenditure and cost per head.
(5) Assets in the manufactory department the highest on the record.
(6) Increase in the sickness and mortality owing to the outbreak of influenza.

The following are the chief measures of administrative importance introduced during the year:—

(1) The introduction as an experimental measure into the Kurnool District of guarding sub-jails by the Revenue peons instead of by the Police as is done in the Coimbatore District.

(2) The increase in the strength of warders employed in the Tanjore District Jail by four additional men.

(3) The introduction into the Tanjore District Jail of the Punjab system of releasing well-behaved youths to work under private employers.

(4) The teachers employed in jails were brought on the permanent scale.

(5) Sanctioning pension on the superior scale to officers who have risen from the rank of warders.

(6) Increasing the strength and pay of female warders employed in jails.

Jail Administration in Bengal.

ANNUAL REVIEW FOR 1918.

Jail admissions.

The total number of prisoners admitted to the Bengal jails during the year was 83,207, or 1,509 less than in 1917, but the average daily population in 1918 was 16,761, or 832 more than in the previous year. There was therefore overcrowding at times in nearly all jails, and there are no signs, so far, that the increase in criminality which occurred after the outbreak of the war is subsiding. If it persists, the problem of providing additional jail accommodation will have to be faced. Some relief will, however, be given by the jails which will be built at the headquarters of the new districts which are to be created in Midnapore and Mymensingh.

Jail offences.

It is satisfactory to find that, in spite of overcrowding, the number of jail offences of all kinds was substantially less than in the previous year, the ratio of total punishments to daily population being 142 against 166 in 1917. The penalty of whipping was inflicted in 42 cases as compared with 51 in the previous year.

Health of the prisoners.

General health conditions were unfavourable, especially during the last six months of the year, when influenza was prevalent throughout the country. The daily average number of prisoners in hospital was 963 as compared with 825 in the previous year, and the death rate rose from 15·8 per mille in 1917 to 21·3 per mille. The latter figure is, however, only slightly above the quinquennial average and is one per mille less than in 1916. It is a curious fact that the jails suffered much more from the earlier outbreak of influenza in July and August than from the outbreak at the end of the year which proved so fatal among the general population. During November and December, when Calcutta was suffering severely, the Presidency and Alipore jails were practically free from the disease. Altogether 3,426 cases of influenza occurred in the Bengal jails, and of these 53 proved fatal. There was a marked improvement in the health of the prisoners in the Barisal and Barasat jails, which have caused anxiety in previous years, but high death rates are reported from Rangpur, Khulna, Jalpaiguri and Bogra. Serious outbreaks of dysentery occurred in the Rangpur and Jessore jails, where the inexperience of the staff added to the difficulty of combating the disease. The Governor in Council notices with regret the neglect of the sanitary condition of the Khulna jail which led to an outbreak of cholera. The Superintendent responsible has been removed. The death rates in all the Central Jails except Midnapore were below the provincial average, and Midnapore has shown improved results as compared with the previous year.

Juvenile Jails.

The Juvenile Jail at Alipore continues to do excellent work. Further improvements have been made in the school where reading, writing, arithmetic and freehand drawing are now taught by a competent staff, while the physical training has produced an excellent effect on the health and spirits of the boys. Moral and religious instruction is given daily; discipline is good and the number of petty offences and punishments is decreasing. After experiencing considerable difficulties, Sir Walter Buchanan has succeeded in forming an After-care Association in Calcutta, which has found work for several of the boys on their release. There is scope for much useful work in this direction, and His Excellency in Council trusts that philanthropic gentlemen will interest themselves in this sphere of social reform.

The manufacture of quinine tablets and treatments continues to be the most important industry in the jail. The value of the quinine sold by the jail during the year amounted to over Rs. 3½ lakhs, and the profit exceeded a lakh.

Jail manufactures.

The outturn of jail manufactures was again satisfactory, though there was a fall in the net cash earnings, due to the larger stock of raw materials and manufactured goods remaining in hand at the close of the year, as compared with the previous year, and also to larger outstandings due to the jails. The Presidency jail increased its outturn of gunny cloth and was able to make a substantial profit, owing to the low price of raw jute at the beginning of the year. The Midnapore central jail had to meet exceptionally large demands for cotton uniforms and durries from the Police Department, while the blanket factory at the Dacca Central Jail was engaged all the year in manufacturing blankets for the army. The Rajshahi jail increased its output of castor oil, which yielded a considerable profit.

The jails in Bengal continued to help in war work. As in previous years, prisoners volunteered during 1918 for service as sweepers, dhobis and artisans in Mesopotamia, and 27 were conditionally released and made over to the military authorities. The jail supplied to the army large quantities of bandages, dusters and doosuty cloths, besides a number of other articles.

Jail Administration of Burma.

GOVERNMENT RESOLUTION ON THE REPORT FOR 1918.

The marked tendency to a diminution of crime which began in 1917 was fully maintained in 1918. The number of convicts sentenced to imprisonment, which had fallen from 21,649 in 1916 to 18,569 in 1917, decreased still further to 16,733 in 1918, the lowest total recorded since 1904, when the number of sentences was 16,333. The number of reconvictions was 5,329 as compared with 5,435 in 1917 and 5,907 in 1916. Another satisfactory feature of the year was the decrease in the percentage of the persons convicted who were sentenced to terms of imprisonment of less than one month. This percentage fell from 19·31 in 1916 to 17·42 in 1917 and to 14·82 in the year under review; and this fall does not appear to have been accompanied by any relative increase in serious crime as the percentage of sentences for less than one year has remained practically unchanged, having been 72·08 in 1916, 73·06 in 1917 and 72·91 in 1918.

The statistics of jail population for the last five years are exhibited in the following statement:—

Year	Total jail population on 1st January	Total jail population on 31st December	Total daily average	Daily average of convicts	Average number of convicts per 10,000 of population (census of 1911)
1914 ...	16,595	17,654	16,652	15,709	12·9
1915 ...	17,654	18,285	17,475	16,250	13·4
1916 ...	18,285	17,465	18,020	16,767	13·8
1917 ...	17,465	15,962	16,786	15,553	12·8
1918 ...	15,962	13,816	14,068	13,022	10·7

Owing to these considerable decreases in the jail population during the past two years the problem of deficient jail accommodation no longer exists. At the close of the year there was accommodation for 17,329 prisoners, exclusive of hospital accommodation and observation cells, as against a total of 13,816 inmates. In consequence of this considerable advances have been made in the effectual segregation of the various classes of prisoners. Women prisoners are now sent to eleven jails only and proposals are under consideration for decreasing this number and for entertaining a paid female staff at these jails. Women habituals are transferred ordinarily to the Central Jail at Thayetmyo. As far as possible male habituals are no longer confined at eleven of the smaller jails but are transferred to the Central or larger District Jails. At certain jails it has even been possible to separate prisoners under trial for a first offence from those previously convicted. Juvenile prisoners who have not been sent to Meiktila Juvenile Jail are transferred usually to the Central and larger District Jails where segregation from older prisoners is more easily effected and instruction in handicrafts imparted. The Lieutenant-Governor regards the progress made in this direction in 1918 as satisfactory and trusts that a further reduction in the jail population will make it possible in the near future to allocate separate jails for adult habituals, juvenile habituals and women.

For some years past pulmonary tuberculosis has been one of the most important diseases among the jail population of Burma. The number of admissions and deaths from this disease in 1918 were 263 and 78 respectively as compared with 251 and 109 in 1917 and 218 and 90 in 1916. In the Resolution on the Report on the Prison Administration of Burma for 1917, the special attention of Jail Superintendents and of the Inspector-General of Prisons was invited to the steady increase in tubercular diseases. The Rangoon and Insein Central Jails ordinarily account for from one-half to two-thirds of the total number of admissions under this head. During 1918 care was devoted at both jails to secure prompt diagnosis and segregation and the increase of admissions appears to have been due rather to earlier diagnosis than to an increase of the number of prisoners affected by the disease. The admissions at Rangoon Jail numbered 84 and at Insein Jail 89 in 1918 or 32 and 34 per cent respectively of the total admissions for these diseases. The two chief causes of the high incidence under this head in these jails appear to have been overcrowding and lack of facilities for segregation. Overcrowding has ceased in both jails since 1917 and facilities for segregation are now available both within the jails and at the special ward for the treatment of tubercle cases at Myingyan which was made available for the use of the Jail Department in the year under review. The Inspector-General mentions as a subsidiary cause the very old work-sheds at Rangoon Jail. If the decline in the prison population which has been the main feature of the years 1917 and 1918 should continue progressively it may be possible to reconsider the scheme which was abandoned in 1907 for removing the Central Jail from Rangoon. It was found necessary from time to time in past years to direct the release of convicts suffering from advanced tubercle of the lungs owing to the lack of proper means of segregation, but with the opening of the Myingyan special ward this practice has now ceased. In other respects the condition of jails in Burma as to health appears to have been generally satisfactory and the rate of mortality would have been less than in 1917 but for the effects of the influenza epidemic. Sir Reginald Craddock has observed with interest that the proportion of convicts admitted to jail who confessed to be opium-eaters has fallen from 14·65 per cent in 1910 to 10·68 per cent in 1917 and 8·36 per cent in 1918; that only 394 users of morphia, cocaine and opium were admitted to Rangoon Jail in 1918 as compared with 1,789 in 1917; and that few deaths at this jail were due, directly or indirectly, to the abuse of cocaine and morphia although 49 per cent of the deaths in 1914 and 42 per cent of those in 1915 were due to this cause.

Administration of Jails in Assam.

RESOLUTION ON THE REPORT FOR THE YEAR 1918.

The number of deaths during the year was 55 against 29 and the death-rate per mille 21·42 against 13·23 in 1917. The higher death rate was mainly due to the epidemic of influenza with which the province was visited. The jail and the provincial death-rates in the last two years compare as follows:—

	Death-rate in jails.	Provincial death-rate.
1917	13·23	27·09
1918	21·42	46·10

It is a matter for satisfaction that the jail death-rate was lower than that of any other province excepting Bengal, where it was 21·3 per mille, and considering the abnormal health conditions of the year, the Department is to be congratulated on the results achieved.

The Chief Commissioner regrets to note an increase in the average period of detention of undertrial prisoners from 14·16 to 18·38, and he trusts that a real effort will be made to effect an improvement in this direction.

The Chief Commissioner notes that there has been an increase in the percentage of prisoners employed on 'unremunerative' labour. In the course of his tours the Chief Commissioner found that in one jail a large gang of able-bodied prisoners was being marched round and round the jail compound for want of useful work. He has been in consultation with the Inspector-General and trusts that useful work of some kind will invariably be found in the future.

During the year under report the Chief Commissioner has been examining the question of the religious exercises of prisoners. He attaches much importance to this branch of jail administration and he has recently passed orders which will, he hopes, ensure that all prisoners are given an opportunity of reforming their character by short daily devotions according to their own religion.

INSPECTOR-GENERAL'S REPORT FOR THE YEAR 1918.

Distribution of convicts according to (a) previous occupation.

Of the 3,863 males admitted during the year, 127 or 3·29 per cent were employed under Government or Municipal or other Local Authorities; 70 or 1·81 per cent were professional persons; 756 or 19·57 per cent were in service or performing personal offices; 2,723 or 70·49 per cent were engaged in agriculture and with animals; 27 or ·70 per cent were connected with commerce and trade; 20 or ·52 were engaged in mechanical arts, etc., and 140 or 3·62 per cent were miscellaneous persons not classed otherwise.

(b) Education.

One hundred and four or 2·64 per cent of the number admitted were able to read and write, 8 or ·20 were able to read only and 3,828 or 97·16 per cent were illiterate, against 3·58, ·12 and 96·30 per cent, respectively in the year before.

Establishment.

The total cost of establishment rose from Rs. 82,205 in 1917 to Rs. 82,859 owing to the increased expenditure under the sub-head "Temporary establishment." The employment of a larger number of temporary warders in connection with the guarding of hat-looting prisoners and condemned prisoners accounts for the increase. The cost per head has, however, fallen from Rs. 37-8-2 to Rs. 32-4-5; the decrease is due to high daily average number of prisoners.

Although there was an increased prison population during the year there was a fall in the total expenditure on diet, which amounted to Rs. 91,667 as against Rs. 96,197 in 1917. The decrease was due to the lower rates paid for paddy. The cost per head also fell from Rs. 43-15-9 in 1917 to Rs. 35-12-5 in 1918.

The amount spent on the purchase of vegetables was also less than in the previous year, owing to the raising of large quantities of the articles in the jail gardens. The value of vegetables supplied for prisoners' rations amounted to Rs. 11,608 against Rs. 9,519 in the previous year. Also, an amount of Rs. 1,108 was realized on account of the sale of vegetables during the year, against Rs. 879 in 1917.

Hospital charges.

The total expenditure and the cost per head advanced from Rs. 21,482 and Rs. 9-12-10 to Rs. 30,008 and Rs. 11-11-10, respectively, due to the higher daily average sick which was 127·57 against 84·31 in the previous year, and brought about by marked prevalence of influenza in most of the jails and sub-jails.

Clothing and bedding.

The total cost and the cost per head have risen from Rs 14,875 and Rs. 6-12-10 in the year 1917 to Rs. 21,123 and Rs. 8-3-1 respectively, in the year under report. The increase is due to a rise in the jail population and to the higher rates paid for yarn.

Net cost of the department.

The net cost of maintaining the jails and sub-jails during the year amounted to Rs. 2,22,471-11-10 and the average net cost per head of average strength to Rs. 86-11-0, against Rs. 2,02,570-7-0 and Rs. 92-7-0 respectively in 1917. There was an increase of Rs. 14,642 in the total cost of maintenance and a decrease of Rs. 5,259-4-0 in the total cash earnings, as compared with the figures of the previous year. The average cost of maintenance per head of average strength was Rs. 103-15-0 against Rs. 115-1-0 in 1917.

Jail Administration in the Punjab.

GOVERNMENT REVIEW ON THE REPORT FOR 1918.

The average daily population of the jails during the year was 14,108 or 219 less than in the previous year, while the number for whom accommodation is available fell by 12 to 14,687. The sub-jail at Kulu was closed and the District Jail at Ambala was, on account of difficulties with the water-supply, reduced to a sub-jail. Although, owing to the decrease in crime and the large number of prisoners sent with the various Labour Corps to Mesopotamia, the jail population was lower than it has been for many years, the margin of spare accommodation is but slight and two of the Central Jails had in fact to accommodate a population considerably in excess of their prescribed capacity. The margin is, as the recent disturbances have shown, inadequate to provide for a serious increase in crime, and the Lieutenant-Governor hopes that the Inspector-General will be in a position to submit to Government his proposals for the location of a fifth Central Jail at an early date.

The Report contains an interesting account of the manifold and valuable work accomplished by the Jail Department for the Army and the Munitions Board during the War. No less than 5,510 prisoners volunteered for the Jail Labour and Porter Corps in Mesopotamia of whom 5,152 left between June 1916 and the declaration of the Armistice. These Punjab Labour Corps performed most creditable work and earned well-merited praise. Camp Jails were established at Khewra and Dhariwal, the former in connection with the Salt Mines and the latter in connection with the Dhariwal Woollen Mills, where the number of juvenile convicts employed eventually amounted to 444. In both cases, as the details mentioned by the Inspector-General show, this labour has been much appreciated by the management. Jail labour has also been supplied to the Rawalpindi and Ferozepore Arsenals as well as to Military Grass Farms and for other Military works. Finally, the intramural industries of the various jails were concentrated upon the production of goods required by Government and especially upon the requirements of the Army Department and the Munitions Board.

Jail mortality.

The death rate per mile of the jail population during the year was 59·83 compared with a death rate of 81·0 among the free population. The corresponding figures of 1917 were 26·95 and 37·9 per mile respectively. When it is remembered that the death rate of 1917 were unusually high the calamitous effect of the influenza epidemic of last year can readily be appreciated. Out of 857 deaths in the jails 475 are attributed to influenza and 382 to other diseases. By a curious coincidence the latter figure corresponds exactly with the total number of deaths in 1917, but it is probable that some of the deaths recorded in 1918 as being from pneumonia, should in reality be attributed to the influenza epidemic.

Hospital admissions totalled 18,126 as against 14,299 in the previous year while the average number of sick per diem rose from 545 to 698. The number of cases of influenza was 3,971 and the percentage of case mortality for influenza was 11·96. On the whole it may be said that those of the population who were confined between prison walls were better protected and suffered less from the disease than those in enjoyment of their liberty. This is especially the case in regard to such jails as the Multan Central Jail, where the isolated position of the buildings and the absence of under-trial prisoners helped to confer comparative immunity. The adoption of suitable precautionary measures kept the Jhelum District Jail entirely free from the influenza scourge and the Khewra Camp Jail very nearly so, and the Lieutenant-Governor hopes that the Inspector-General will insist on the adoption of similar precautions in every jail in the Province in the event of another outbreak.

It is satisfactory to learn that in addition to the productive juvenile labour supplied to the Dhariwal Mills from the Lahore Borstal Jail there has been an improvement in the outturn of the factories at this jail itself coupled with an advance in the quality and method of teaching. The teaching staff has been increased during the year by the addition of one headmaster and one second master. In view of the importance which is now rightly attached to the reformatory aspect of jail discipline, especially in Borstal institutions, it is interesting to note that the management of the Dhariwal Mills has offered permanent employment on their release to juvenile prisoners sent to work there, as well as instructions in higher and more remunerative forms of labour.

Discipline has been good during the year. There were 12 escapes, none of which however presented unusual or important features. Five of the fugitives were recaptured.

Jail offences.

The number of jail offences shows a substantial decline which is due to several causes, the most important of these being beyond doubt the fact that the number of habitual prisoners fell from 2,664 to 1,973. The adoption of a policy of complete separation of habitual from casual prisoners is likely to mark a distinct advance in the extension of the reformatory aspect of jail discipline and it is kept in view so far as permitted by practical considerations, such as the interior economy of jails and the necessity for segregating the members of kindred groups or gangs.

Jail expenditure.

The expenditure during the year increased from Rs. 12,40,290 to Rs. 14,42,805 and the cost per head from Rs. 86-14-4 to Rs. 102-7-2, a considerable rise, which has ensued from the increased cost of nearly all articles and the higher wages now paid. The daily average cost of feeding a prisoner was one anna and seven pies. As regards income, the year showed large cash receipts which were however swollen by payments that should have come to account in the preceding year. A more accurate gauge of the industrial activity of the department is furnished by the figures for gross profits. These amounted to Rs. 3,69,308 as compared with Rs. 2,42,228 in 1917. Considerable purchases of raw material were made during the year and it is unfortunate that the department should have purchased at high rates, in anticipation of orders from the Military authorities, large stocks of cotton yarn which were eventually left on its hands. The report makes no mention of the progress made in connection with the important experiment of a demonstration farm at the Montgomery Central Jail on land specially acquired for the purpose. Sir Michael O'Dwyer was struck at his visit to Montgomery with the crops which this poor land was producing. The Lieutenant-Governor feels that the experiment should prove a valuable one and, if successful, might well be imitated by other Jails, and he would be glad if the Inspector-General will in future reports briefly summarize the progress achieved.

LOCAL SELF-GOVERNMENT.

The Calcutta Improvement Trust.

GOVERNMENT RESOLUTION ON THE REPORTS FOR THE THREE YEARS ENDING 31ST MARCH 1918.

The Board of Trustees for the Improvement of Calcutta has now been at work for more than six years. A Resolution on its work during the first three years was recorded in 1915, and it is now proposed to review briefly its operations during the subsequent three years. The work of the Trust during this period was retarded by several adverse circumstances. Its investments in Government securities were depreciated by the war; engineering materials not only rose greatly in price, but were frequently almost unobtainable; the flotation of loans, on which the Trust must rely to finance some of its most costly schemes, was impossible. Another disturbing factor was the prolonged litigation which arose concerning the right of the Trust to acquire surplus lands. In spite, however, of these difficulties, the Trust made steady progress with its important task. Large areas which were formerly congested and insanitary slums have now been transformed beyond recognition; and a system of main streets for Calcutta proper has been adopted, and for the most part sanctioned by Government, in the form of either improvement schemes or alignments.

Improvement schemes.

Of the 16 improvement schemes submitted to Government during the last three years, 12 have received sanction, one is under consideration, while three have been abandoned or modified.

Squares and parks.

The Trust resolved in 1914 to earmark 10 lakhs for the purpose of forming open spaces and squares in congested areas, and three schemes have now been sanctioned, *viz.*, the Ripon Street triangle, the Marcus Square extension and the St. James' Square. The Shambazar Park scheme is a project of greater importance, providing as it does for a park extending over 53 bighas, which, in combination with the fringe area scheme of the corporation, will provide splendid recreation grounds for the youth of northern Calcutta.

Re-housing schemes.

One of the objects of the Calcutta Improvement Act is the re-housing of persons of the poorer and working classes displaced by the execution of improvement schemes, but so far the action taken by the Trust to carry out this object does not appear to have been either adequate or satisfactory in its results. It has undertaken only one re-housing scheme which cannot be said to have been a success. The buildings erected by the Trust consist of a block of tenement dwellings (like the chawls set up by the Bombay Improvement Trust) which have not attracted the class for which they were intended. They are now largely occupied by men of the poorer *bhadralok* class, students and others living without their families, who have not been displaced by the operations of the Trust. The whole question has recently been reviewed by the Board of Trustees and by Government, and the Governor in Council is pleased to observe that the Trust is contemplating the provision of housing facilities for those who are rendered homeless by the removal of bustees.

Proposed public streets.

The execution of large street schemes involving extensive engineering works has, for obvious reasons, to be spread over several years, while in the meantime old buildings make room for new and more costly structures. The consequent necessity of vesting the Trust with powers, similar to those already enjoyed by the Corporation, of preventing important schemes being blocked by the erection of new buildings was soon realized after the Trust began its operations, and the Calcutta Improvement Amendment Act (III B. C. of 1915) gave it authority to lay down the lines of projected public streets and to prohibit the erection of new buildings within such lines. Altogether 31 important alignments were published by the Trust in the period under review; and 21 have been sanctioned by Government, thus largely setting at rest the uncertainty caused to intending builders by the operations of the Trust.

Finance.

The total receipts under the capital account during the three years ending the 31st March 1918 amounted to 58½ lakhs (against 43 lakhs accrued during the previous three years). The sale and lease of lands and buildings accounted for 48½ lakhs; the remaining 10 lakhs was the second instalment of the Government grant of 50 lakhs in aid of the capital account of the Board. The expenditure under the capital account during the same period on account of acquisition of land and engineering works amounted to 117½ lakhs against 52 lakhs spent during the previous three years. The deficit of 59 lakhs was met from the surplus available under the revenue account.

The revenue account opened in 1915-16 with a balance of 67 lakhs and the receipts during the three years under review amounted to 85½ lakhs against 75 lakhs during the previous three years. This sum included 44½ lakhs derived from taxation, *viz.*, the duty on transfers of property, the terminal tax and the duty on jute, 26 lakhs contributed by the Calcutta Corporation (partly in municipal debentures at their face value), a recurring grant of 4½ lakhs from Government, 6½ lakhs obtained from interest on investments and 4 lakhs derived from rents and miscellaneous receipts. The expenditure under the revenue account during the same period amounted to 14 lakhs on account of establishment and rents, rates and taxes, and 8 lakhs on account of depreciation of investments. The account closed on the 31st March 1918 with a surplus balance of 130½ lakhs, including two sums of 9 lakhs and 59 lakhs transferred to the capital account.

The actual commitments of the Trust on schemes already undertaken are considerable, while 30¼ lakhs of the balance consist of depreciated Government securities. It seems clear that at the present rate of work the cash balances, in spite of the accretion of the capital account by the sale of land, will be largely depleted by the execution of important works now in hand, while the sanctioned schemes not yet begun will involve in the near future a large cash expenditure on the acquisition of land (which will subsequently, however, be recouped in a considerable measure) and a large outlay on engineering works.

MEDICAL.

Child welfare in Bengal.

COMMITTEE APPOINTED.

The Governor in Council has decided to appoint a representative Committee consisting of the following ladies and gentlemen to advise Government on the measures which should be taken to promote child welfare in Bengal, with special reference to the reduction of infantile mortality :—

1. The Hon'ble Dr. Sir Nilratan Sircar, KT., M.D., President.
2. The Hon'ble Babu Mohendra Nath Roy, C.I.E.
3. The Hon'ble Babu Brojendra Kishore Roy Chaudhuri.
4. The Hon'ble Dr. Abdulla-al-Mamun Suhrawardy.
5. Dr. C. A. Bentley, N.B., D.P.H., D.T,M. & H.
6. Dr. W. J. Lubeck, M.R.C.S., L.R.C.P., D.P.H.
7. Dr. Haridhan Dutt, Rai Bahadur.
8. Dr. S. K. Mullick, M.S., M.D., O.B.E., C.B.E.
9. Dr. Sundari Mohan Das, M.B.
10. Dr. B. D. Mukherji.
11. Babu Sarat Chandra Chakrabarti
12. Lady Mukherji.
13. Mrs. P. K. Roy.
14. Mrs. P. K. Mazumdar.
15. Miss Bidhumukhi Bose, M.B.
16. Dr. Miss G. Iles, M.D., B.S.

Medical Education in Madras.

The following papers are re-published for general information :—

I

The Government have for some time past been strongly impressed with the necessity of increasing the provision for medical education in this Presidency. The total number of registered medical practitioners in the Presidency at the end of 1916 was only 1,354, which is wholly inadequate for a population of from 42 to 44 millions; while the number of medical practitioners annually turned out of the Medical College and the four medical schools is also entirely insufficient to keep pace with the growing need for medical relief in the country.

The Government therefore consider it imperatively necessary to increase the number both of medical colleges and schools. They observe that there is no lack of candidates but that every year very large numbers of applicants for admission are turned away.

The question then arises as to where to locate further institutions for medical education. Plans and estimates for rebuilding the civil hospital at Vizagapatam at a cost of over five lakhs have just been approved, and when this hospital is completed it will be the largest and best equipped mofuassil hospital in the Presidency. It would therefore seem to be the best course to open a medical college at Vizagapatam in addition to the medical school there. An adequate professional staff would have to be provided all of whom would have to possess qualifications registrable in the United Kingdom, but they need not necessarily belong to the Indian Medical Service. Provision of buildings for a medical college, hostels for students, etc., would also be necessary.

The Surgeon-General is requested to be so good as to work out in detail proposals for the establishment of a medical college at Vizagapatam on the above lines and submit them to Government at an early date.

Official Memorandum No. 1653-1, Medical, dated 13th August 1917.

II

I desire to place before Government my views as to the future of medical education in this Presidency. There seems to me to be no doubt (I have consulted the Principal of the Medical College and other medical officers in the educational branch of the service) that it will not be possible to establish both a medical college and a medical school at Vizagapatam.

The course of instruction for medical students naturally divides itself into two separate halves. The division is more clearly marked in a medical school than in a medical college. The first half of the student's career in a medical school or medical college is occupied by the study of such subjects as Chemistry, Physiology and Anatomy which can be taught in class rooms, whilst the second half of a medical student's education deals with patients in dispensaries and hospitals. A study of the amount of surgical and medical work and of the number of patients who are attending, or who are at all likely in the future to attend, at the hospital at Vizagapatam convinces me that the clinical material (patients) will never be sufficient for both a college and a school. A considerable increase of the number of patients at Vizagapatam will be necessary if the school is to become a large school. In G. O. Mis. No. 302, Medical, dated 24th June 1918, the principle has already been accepted that a station at which a considerable amount of hospital work is done, where many operations are performed and where many patients attend the hospital shall be used for a 'continuation medical school.' One such school has already been established at Madura.

I recommend to Government that many more such schools be started in various parts of the Presidency.

It is possible, by increasing the size of the buildings and the size of the teaching staff, to multiply, in the first half of the course, the number of students taught, whilst in the second half of the medical curriculum, depending as it does upon the number of patients in hospitals, it is impossible to multiply indefinitely the number of students in any one station or at any one hospital centre. It therefore seems best that large school-buildings should be erected at Vizagapatam, at Rayapuram, at Tanjore, and at Coimbatore (two of these have already been sanctioned, *i.e.*, Tanjore and Coimbatore) and that these buildings should be thoroughly well equipped and should be provided with a good staff of teachers. When this has been done (much has already largely been done) it will be found that these school buildings are able to turn out far more students than can receive the second half of their medical education at the hospitals of Vizagapatam, Rayapuram, Tanjore or Coimbatore. It will therefore be necessary to find continuation clinical schools for all these centres. It is fortunate that the necessary hospitals already exist at other neighbouring towns which by expansion, modification, or rebuilding, will supply the need.

I therefore recommend to Government that, at Madras, additional hospital buildings should be erected at Rayapuram and that the Royapetta hospital be taken over by Government. These two hospitals should be set aside entirely for the clinical instruction of sub-assistant surgeons. Vizagapatam school will however soon produce more first and second year students than it can teach in the latter part (clinical) of the course. The overflow can be sent to Cocanada which seems to have a hospital attendance almost as great as Vizagapatam and also to Bezwada which is a promising centre of surgical work. The overflow from Tanjore can be accommodated in the south of the Presidency at Tinnevelly, at Madras, at Kumbakonam and at Nagapatam. The overflow from Coimbatore may easily be taught at Palghat, Calicut and Mangalore.

This arrangement provides therefore only one medical college for the Madras Presidency, *i.e.*, only one medical institution teaching up to the University standard and turning out assistant surgeons. It is for the decision of Government whether one medical college (one institution turning out men of the assistant surgeon grade) is sufficient for the Presidency. If in the opinion of Government one medical college is sufficient for the Presidency the whole of the remaining clinical material of the Presidency will be utilized by continuation clinical schools for sub-assistant surgeon students.

I request that Government will be so kind as to pass definite orders on this point so that their policy may be known and so that with the help of the Consulting Architect I may be able, as money becomes available, to convert those mofussil hospitals which are included in my scheme into hospitals suitable for clinical instruction. Government will understand that a hospital built for medical students' clinical instruction differs considerably from a hospital built merely for the treatment of patients. This point must be carefully borne in mind if my scheme for medical education, as outlined above, is accepted because the hospitals at Vizagapatam, Cocanada, Mangalore, Calicut, Coimbatore, Madura and Tinnevelly are at the present moment either being improved or plans and estimates for their improvement are being drawn up. In those for which plans are being drawn up and at Vizagapatam, where the hospital is actually under construction, it has been arranged that accommodation for medical students' education should be provided. It seems to me that the time has come when Government should pass an order making clear their policy and the future development of the hospitals which are to be used as medical schools.

(*Surgeons-General's letter No. 94, dated 16th December 1918.*)

III

The Government accept generally the Surgeon-General's proposals regarding the immediate arrangements to be made for the advancement of medical education in this Presidency. They are inclined, however, to think that as far as possible continuation medical schools should be located in district headquarter hospitals as the latter are being to a great exent taken over by the Government, and, without making too rigid a rule on this point, they consider that such hospitals as those at Bezwada, Kumbakonam, Nagapatam and Palghat should not be treated as suitable for continuation medical schools except in the last resort.

The question of taking over the Royapetta hospital is under correspondence with the Corporation of Madras and the result will be communicated to the Surgeon-General in due course. The improvement to the hospital at Cocanada so as to fit it for adoption as continuation medical school for Vizagapatam is awaiting the report which the Surgeon-General has promised to submit after he has been able to visit Cocanada. For the southern portion of the Presidency a continuation school has already been started at Madura and the Government approve of the proposed combined hospital at Palamcottah and Tinnevelly being planned so as to adapt it also for use in connexion with a continuation school. When the medical school now situated at Calicut is removed to Coimbatore, the Calicut school can continue to be used as the basis of a continuation school at Calicut and the Government will be prepared to approve of the extension of the Calicut hospital on the existing site if some land in the immediate neighbourhood can be secured for the purpose.

While thus approving of the Surgeon-General's proposals as the most practical for adoption in existing circumstances, the Government are not disposed to regard the arrangements now sanctioned as the last word on the subject of medical education in this Presidency. There are obvious disadvantages in scattering medical students over a number of unconnected continuation medical schools and, as time goes on and as hospital accommodation is extended, it is to be hoped that it will be possible to abandon a number of continuation schools and to concentrate medical instruction of sub-assistant surgeons at selected large centres such as Rayapuram, Tanjore, Coimbatore, Vizagapatam and elsewhere. It is necessary, however, to discuss this matter which is not within the range of practical politics. The Government merely wish to record the opinion that the policy which is now forced upon them by the absence of hospitals of adequate size at various centres does not represent the ideal to which medical education should be directed.

Nor are the Government disposed to accept the view that a single medical college will permanently meet the needs of the Presidency. There are various reasons which indicate the desirability of creating a second college, preferably in the Telugu country. Whether that should be located at Vizagapatam, Cocanada, Rajahmundry or elsewhere is a matter on which at present it is unnecessary to express an opinion, because the hospital at no one of those places is at present in a position to form a nucleus for the teaching centre for a college. The first step is to complete the hospital which is now under construction in Vizagapatam and to reconstruct the hospital at Cocanada in such a way as to provide a continuation school for it. This will take several years and, before that time has elapsed, it is possible that the construction of the harbour at Vizagapatam will become an accomplished fact. Should this occur, the population of Vizagapatam may be expected to show a large and rapid increase, and it may then be possible to open a medical college at that point for which the hospital now under construction would furnish clinical material, the students of the medical school being sent to undergo their period of clinical study at Cocanada or elsewhere.

Similarly, the Government have by no means abandoned the view that a medical school could in due course be opened in the Ceded districts. They have recognized that for the present the Bellary hospital supplies neither the clinical material nor the buildings and equipment needed for a medical school and, until these deficiencies are supplied, it is impossible to attempt the opening of a medical school at this place The first step is to extend the hospital at Bellary and the Surgeon-General's proposals to that end are awaited.

(*G. O. No. 158—Medical, dated 22nd March 1919*).

POLICE.

Police Administration in Bengal.

Government Review on the Report for 1918.

Cognizable cases.

The total number of true cognizable cases, including petty cases under all Acts, reported during the year was 85,324, as compared with 106,540 in the previous year. The decrease was mainly in offences under special and local laws, and was due to the issue of orders requiring a stricter scrutiny of petty offences under the Police Acts, and restricting prosecutions in certain cases. There was a slight increase in serious crime, but excise cases showed a further marked fall. The number of congizable cases disposed of by Honorary Magistrates was 56,726, an increase of 5,455 over the previous year. There was a slight decrease in the number of cases committed to the sessions. As many as 1,396 old offenders were reconvicted. In view of the unsuitability of the provisions of section 565 of the Criminal Procedure Code to the conditions of a large city like Calcutta, the Commissioner of Police has proposed certain amendments, which are now under the consideration of Government, in connection with a draft Calcutta Police Bill. At the close of the year there were in the city 165 registered members of criminal tribes, of whom 18 were prosecuted for offences against the Criminal Tribes Act, 1911. All the cases ended in conviction.

The Detective Department investigated 164 cases and assisted the local police in 97 other cases. Mr. Clarke has furnished interesting details of some of these offences, which included several cases of abduction of minor girls for the purpose of prostitution.

Juvenile offences.

Of the 1,131 juvenile offenders convicted during the year, 1,032 were tried in the special court attached to the House of Detention. Twenty-five were sentenced to imprisonment in the Juvenile Jail and 46 were sent to reformatories. In the case of the remainder, milder punishments were inflicted. Apart from juveniles, 161 persons were dealt with as first offenders under section 562, Criminal Procedure Code, against 127 and 153 in the two previous years.

The number of motor vehicles running in the city continues to increase and is now estimated at over 5,000, including 863 motor-cycles. There was a regrettable increase in the number of street accidents, 66 of which proved fatal, as compared with 54 in the previous year. The increase is attributed by the Commissioner in part to the reduction of street lighting. Several gentlemen gave valuable assistance as Special Constables in the control of motor traffic, and the institution of a Special Bench of Honorary Magistrates for the trial of motor cases has helped to expedite the proceedings and to save time and trouble to the public.

Under the provisions of the Calcutta Hackney Carriages Act, 1919, the control of hackney carriages will shortly be transferred from the Calcutta Corporation to the Calcutta Police, and the Government of India have recently sanctioned, pending the final orders of the Secretary of State, the creation of a new department, to be called the Public Vehicles Department, comprising two branches, one for motor vehicles and the other for hackney carriages, each with its own establishment in charge of an Assistant Commissioner of Police, the entire department being administered by a Deputy Commissioner of Police.

The Cinematograph Act, passed by the Imperial Legislative Council during the year, has not yet been brought into force, but the voluntary censorship boards established in Calcutta have continued to do valuable work, and their control and advice are readily accepted by bioscope proprietors. There are, however, obvious objections to a voluntary system applicable only to a single city and with no legal basis for its operations, and it is hoped that the issue of regulations under the new Act will not be long delayed.

PUBLIC WORKS.

Recruitment of architectural draftsmen.

[Madras.]

The Government have had under consideration the question of the recruitment of suitable draftsmen for employment in the Consulting Architect's section of the office of the Chief Engineer, Public Works Department. The training given at present in the lower and upper subordinate classes of the College of Engineering, Madras, is not altogether suitable for the work required of draftsmen in the Consulting Architect's office. A special course of training as architectural draftsmen is necessary, and the Government have come to the conclusion that such training can best be given in the Consulting Architect's office. Selection for this course of training will be made from among promising students of the College of Engineering, Madras, who have completed the two years' course in the probationary subordinate class and who show a special aptitude for drawing. The details of the scheme are as shown below:—

(1) At the end of the two years' course in the probationary class of the College of Engineering, a certain number of students will be selected by the Principal of the College, in view of their general ability and more particularly in regard to freehand drawing and the probability of their developing a sense of proportion.

(2) From these students, two will be appointed annually by the Principal of the College and the Consulting Architect to Government for a course of two years' training in the Consulting Architect's office.

(3) During the period of training the students will be paid a stipend of Rs. 20 each per mensem.

(4) Such of the students as successfully complete the course will be granted by the Consulting Architect a certificate which will be considered to be equivalent in all respects to the diploma of the lower subordinate course of the College of Engineering.

(5) In the event of misconduct, or failure on the part of the students to profit by the course of training, the Consulting Architect will have the power to refuse the certificate.

(6) Any student who fails to profit by the course, owing to want of natural aptitude for the work, will be allowed to rejoin the College of Engineering and to complete the Lower Subordinate course of the College.

Draftsmen in the Consulting Architect's office will, as a rule, be recruited from these certificated students. The Government recognize that there will not be vacancies in this office for all the students thus trained but in view of the training undergone certificated students should find no difficulty in obtaining appointments in other Public Works Department offices or outside Government service.

REVENUE.

Land Revenue Administration.

GOVERNMENT REVIEW ON THE REPORT FOR THE YEAR ENDING 30TH SEPTEMBER 1918.

[Punjab.]

It is noteworthy that the sown area of unirrigated land showed an increase of 37 per cent. on the normal. The total matured area for the year was 28,253,017 acres—20 per cent. above the normal of 23,784,946 acres. To this result not only climatic conditions but also special efforts made to stimulate the production of food grains, by the grant of temporary leases of crown waste, etc., contributed.

The fixed land revenue demand rose from 231·52 to 235·07 lakhs, mainly owing to progressive assessments. Of this sum, 98·4 per cent. was collected. The sum outstanding at the close of the year, apart from that remaining under suspension or written off as irrecoverable, was Rs. 18,000 as against Rs. 8,000 in the two previous years. The amount of revenue suspended during the year was swollen by the Gurgaon figure, where owing to the destructive floods in addition to a remission of Rs. 19,000 suspension of 1·75 lakhs was found necessary. Another half a lakh was suspended in Rohtak and Gurdaspur.

Collections of fluctuating land revenue amounted to 144·26 lakhs or nearly 6 lakhs more than in the previous year, while the outstanding balance rose slightly from Rs 28,000 to Rs. 30,500. Most of the increase is accounted for by extensions of canal irrigation in the new colonies, but good rain in the dry tracts such as Mainwali and Hissar also contributed appreciably to the result.

Collections of "other land revenue" show a net increase from 40·33 to 46·53 lakhs. Sales of Government land and temporary leases alone account for more than this difference. During the year sanction was accorded to a maximum of 80,000 acres out of the area reserved for military grantees on the Lower Bari Doab Canal being given out for temporary cultivation for two or four harvests, and it is to be hoped that this measure has in some degree mitigated the unsatisfactory features attaching to cultivation on single harvest leases.

The practice of remitting land revenue by money order is increasing in popularity and nearly 18 lakhs were thus paid during the year. In some districts, such as Gujranwala, the lambardar has learnt that for sums exceeding Rs. 15 remittances of currency notes are cheaper than remittances by money order. Notes are not always, however, readily available in the villages and their remittance is in some parts distrusted by the people as attended with a certain amount of risk. The lambardars of Lyallpur were able to profit by the fact that currency notes were offered in the bazar at a discount, with the result that the whole of the rabi instalment of land revenue found its way to the treasury in notes.

An important step has been taken in the formation of a Provincial Board for the more systematic investigation of the problems of water-logging and seepage throughout the province and formulation of remedial measures. It is recognized that water-logging is not exclusively an irrigation problem and that imperfect or obstructed natural drainage is not infrequently its main cause; but the evil is naturally most common in irrigated tracts and parts of the areas irrigated by the Upper Chenab and Upper Jhelum Canals and also by the Shahpur Inundation Canals suffered from it in a pronounced degree during the year. On the Upper Chenab Canal the modifications of the zone system which are under contemplation and which include a proposal to realign the water-courses in certain areas along natural water-sheds are likely to effect a mitigation of the evil.

Advances under the Land Improvement Loans Act amounted to less than Rs. 77,000 compared with an average for the previous quinquennium of over two lakhs. The main cause of this large decrease lies in the prohibitive cost of materials and labour for the sinking of wells. The recent simplification of the procedure for the distribution of taccavi loans in tracts where a demand for them on a large scale is likely to be forthcoming should prove efficacious when more normal conditions recur. His Honour is glad to notice a healthy tendency to resort to co-operative societies rather than to Government for assistance in agricultural improvements such as the sinking of wells. In the Upper Chenab Colony some of the settlers are arranging to cooperate in the joint management of brick kilns and the manufacture of bricks, and there appears to be no reason why the provision of materials, if not the engagement of labour, should not be undertaken by co-operative enterprise on a more extended scale than hitherto. Advances under the Agriculturist Loans Act totalled just over 3 lakhs or double the sum advanced in the previous year, the floods in certain districts and the measures for extending the cultivation of food-grains having stimulated the demand. These taccavi loans are reported to be generally popular and to be freely resorted to when the need arises.

Revenue case work has been kept well in hand in spite of the volume of war work which has had the first call upon the time and energy of all revenue officers. Both institutions and disposals were fewer than in 1916-17 and the pending file in September 1918 was 30 per cent. lighter than twelve months earlier. The appellate work of the Financial Commissioners and of Commissioners also show largely reduced pending files, and a particularly gratifying feature of the returns is a decrease from 252 to 30 in the number of appeals pending for more than three months.

SANITATION.

Sanitary Administration.

GOVERNMENT RESOLUTION ON THE REPORT FOR 1918.

[Punjab.]

The birth rate fell from 45·3 to 39·6 per mille or 5·6 less than the average of the preceding quinquennium. The decrease was general throughout the province, the quinquennial average having been exceeded only in the two districts of Kangra and Karnal. Though the causes contributing to this result are various there is no doubt that the main cause was the epidemic of influenza in the autumn which was peculiarly fatal in the case of women of child-bearing age, a factor which in all probability will also tend to diminish the birth rate of the current year. Among other provinces only the Central and United Provinces show a higher birth rate than the Punjab. The urban birth rate (41·1 per mille) exceeded the general birth rate in spite of the fact that births in the three largest towns, Amritsar, Lahore and Multan, fell below the provincial average. In the case of Multan the rate was 34 per mille, a drop of no less than 12 per mille compared with the average of the preceding five years. In Amritsar there was a similar decline of 9, but in Lahore of not more than 2 per mille. Among districts, Karnal stands first with a birth rate approximating 1 in 20 while Dera Ghazi Khan at the other end of the list recorded only 1 birth for every 50 of the population.

Deaths exceeded births by 41·4 per mille, the excess being most marked in the south-east corner of the Province and reaching its highest figure in the Gurgaon District, where there occurred a net loss of nearly one-eighth of the population. All districts however participated in the excess of deaths over births. While among males deaths exceeded births by a total of 392,778, the corresponding figure for females was 407,314, the disproportion in number between the sexes which has existed for many years being thus intensified.

The death rate of 1918 was 81·0 per mille compared with 37·9 in 1917 and 33·4, the average of the previous five years. For this high rate which exceeds all previous records in the Punjab the influenza scourge is responsible. The number of deaths attributable to this epidemic in the Punjab is estimated as equivalent to 4·98 per cent. of the population at the last census or 4·58 per cent. of the estimated population of the year. While the Punjab stood fourth among the Provinces of India in its death rate and had more than double the rate of Burma or Bengal, the mortality may be said to compare favourably with that of the Central Provinces where the rate was no less than 202·6 per mille. Among the districts the highest rate, namely 155·4 was recorded by Gurgaon, where influenza was aggravated by an epidemic of relapsing fever, while two other districts. Rohtak and Ludhiana, exceeded 100 per mille and six others exceeded the provincial rate. The lowest rates are recorded where influenza was least prevalent, namely in the comparatively isolated districts of Simla (45·4), Kangra (52·6) and Hoshiarpur (57·7). During the previous five years the urban death rate had usually exceeded that of rural areas but the past year exhibited a reversal of this tendency. The superior medical organization of the towns proved its value in the fight with influenza and while the urban death rate was 70·30 per mille that of rural tracts was 82·03. Even in Multan where plague added largely to the toll of victims, the death rate of 75·77 was appreciably less than the provincial rate. In Amritsar the rate was 71·90 and in the Lahore 62·41.

Small-pox accounted for 3,032 deaths, the highest number for several years. Of these 1,002 occurred in December.

The year 1917 ended with more than half of the districts in the Province infected with plague and 1918 experienced a severe epidemic after two mild years. Deaths in British districts numbered 95,742 compared with 9,724 in the preceding year. The Lieutenant-Governor has read with interest the opinion of the Inspector-General of Civil Hospitals that the attitude of the people towards the measures for the suppression of plague is becoming more enlightened and that the word 'popular' can be applied not only to 'simple methods like solar disinfection but also to such methods as cresol fumigation. It would however, be unwise to anticipate too sudden a popularity for anti-plague precautions and the spread of sound ideas on the subject is likely to be achieved only by perseverance coupled with tact and patience on the part of those who are in charge of the preventive measures.

Grants-in-aid of sanitary projects were distributed by the Sanitary Board to the extent of Rs. 4,80,206 during the year. Out of the 5 lakhs allotted by Government for distribution by the Board during the financial year 1917-18, only Rs. 15,889 lapsed unutilised at the close of the year.

Several district boards are now adopting regulations for the improvement of village sanitation, their extension to individual villages being optional with the villagers. In some cases these rules are reported to have remained a dead letter and in others they have not been long enough enforced to justify an opinion as to the value of their results. It is important that such rules should be simple and easily understood by the least intelligent.

Sanitary Administration in Burma.

GOVERNMENT RESOLUTION ON THE REPORT FOR THE YEAR 1918.

The number of births registered during 1918 was nearly 9 per cent less than in the preceding year. The deficiency was greater in

Lower Burma than in Upper Burma and in rural areas than in towns. The influenza epidemic affected the returns in two ways; it was particularly disastrous to pregnant women and it completely disorganized for a time the work of registration. The latter factor doubtless accounts to some extent for the fact that the decrease in the number of registered births was so much greater in rural than in urban areas. The urban birth-rate indeed was slightly higher than the previous five years' mean. The number of deaths rose by 140,503, practically the whole of this increase being ascribed to influenza. This heavy mortality raised the provincial death-rate from 25·30 to 39·59. An examination of the figures shows that Lower Burma suffered more severely than Upper Burma, that in the lower province at any rate influenza was more fatal to females than to males and that in both parts of the Province the excess mortality was heavier in towns than in rural areas. The rate of infantile mortality rose from 213·14 to 271·24. This latter rate is higher than the rate recorded in any province in 1917, but it is surpassed in 1918 by the rates in three other provinces. The increase is again largely the result of the influenza epidemic. His Honour has noted with pleasure the Sanitary Commissioner's remarks on the work done by the various societies whose object is the protection of child-life and the promotion of infant welfare. The important bearing of this problem is shown by the fact that out of a total of 389,000 deaths returned, 88,000 related to deaths of infants below a year and another 48,000 were of children between one and five years of age, the two together exceeding a third of the total mortality.

The expenditure on civil sanitary works incurred by Municipal and Local Funds remained practically the same as in 1917. Out of the total of 49 lakhs, 11 lakhs were spent on water-supply, 7 lakhs on drainage, 17¼ lakhs on conservancy and 13 lakhs on other sanitary works. The condition on which sanitary grants for capital expenditure are given to local funds have recently been made much more stringent, and local bodies are now required to show that a grant from Government is really necessary and that they are prepared to provide a fair share of the cost of the sanitary scheme for which a grant is required. The result of this policy has been a considerable falling off in the number of applications received and the rejection of a considerable number of such applications. In the financial year 1918-19 however the full assignment of 6 lakhs was expended, the greater part of it on the acquisition and reclamation of burnt out area in a particularly insanitary quarter of the town of Mergui. More system on the apportionment of sanitary grants will mean in the long run greater total expenditure since the present grants will be supplemented by the larger expenditure of local funds and the local authorities will feel a responsibility and interest in the matter which is wholly lacking when their share of the arrangement merely consists in applying for the necessary money.

PART IV—Miscellaneous.

REPRESENTATIVE ASSEMBLY.

Second Session—28th April 1919.

Address by Mr. A. R. Banerji, C.I.E., I.C.S., Offg. Dewan of Mysore.

Gentlemen,—One of the principal items of work of the session is the consideration of the State budget. The last annual session of this Assembly had to be abruptly terminated owing to the very depressing circumstances under which we then met, and the business of that session has therefore been held over for being taken up as far as possible, at this supplementary session. As we have a very heavy programme of work to get through, I do not propose to take up much of your time in dealing with the general administration, but I shall confine myself chiefly to the State's finances.

THE WAR.

Since we last met, the conflict of nations which had disturbed the peace of the world for more than four years, ended in a succession of decisive victories by the allied armies, and armistice was declared on November 11, 1918. The belligerent nations are now engaged in discussing the terms of peace, a task of a magnitude and importance unprecedented in history. Both the Feudatory States and British India have had the unique honor conferred upon them of selecting representatives to the Peace Conference. Let us hope, with the rest of the world, that the peace treaty will be signed soon, and that the broad principles of justice and humanity, as well as self-determination of nations, will be re-established on more solid foundations than before, to the lasting guarantee of harmony and concord throughout the world.

The contribution of Mysore towards the cost of the war, besides the investment of 65 lakhs of State's balances in the first and second war loans, has since been increased to 74 lakhs. Our Imperial Service Lancers and Imperial Service Transport Corps continued to fight to the end. The former regiment played a gallant part in a glorious victory achieved in one of the encounters a few days before the armistice was declared, at which, unfortunately there were heavy casualties amongst our men. It would be, I am sure, gratifying news to you to learn that the Imperial Service Lancers have been selected by the Imperial Government as a part of the army of occupation in Palestine. This, over and above the several distinctions already won, is proof—if further proof were needed—of the splendid achievements of our troops at the front.

THE GENERAL SITUATION.

The widespread distress as well as loss of life caused by the last severe outbreak of influenza throughout the State is within the vivid memory of all the members of this Assembly. It must be admitted that the ravages of the disease caught us all unawares and unprepared, and it took us some little time before the organization of relief measures could be effectively set to work. The percentage of mortality to the total population was as much as 2·9 and it is estimated that we lost 166,000 souls through this epidemic. The Government spent Rs. 81,000 in relief measures, and it has been brought home to them more than ever before, that an effective organization for medical relief, prevention of epidemics and improvement of sanitation, and public health both in towns and rural areas, is necessary and urgent. To this end Government are ready to take active steps as soon as the report of the Committee appointed in G. O. No. G. 17729-35—Med. 70-18-1, dated 18th February 1919, and now sitting is received.

SEASONAL CONDITIONS AND FOOD SITUATION.

The seasonal conditions have continued to cause grave anxiety almost from month to month during the past whole year. The Mysore plateau is a country which never ceases to give anxiety. In the Memorandum on the Finances of Mysore, written by Sir K. Sheshadri Iyer in 1884, he said—

"The history of rainfall records failures more or less general, yielding to the raiyat but very average returns for the labor and capital expended on the soil. He is dependent for an average crop upon both the south-west and north-east monsoons, and either the one or the other is apt to be scanty in some part or other of the Province in almost every year. In Mysore, therefore every year is one of anxiety both for the Government and for the cultivator."

Both the south-west and north-east monsoons of 1918 were total failures. There was an appreciable shrinkage in the total cultivated area of the chief food crops in the State; the prices continued to rise higher and higher and the deficiency of food-supply began to be felt more keenly than ever necessitating Government control over the stocks, their distribution and the fixing of maximum prices. I have, already, at the last meeting of the Legislative Council, given a full account of the measures that have been taken from time to time to deal with the situation, which, I hope, is available to the members of this Assembly, as I have since ordered that a Kannada translation of the same should be published. I have reason to believe that the measures now being taken to relieve distress and to supply food to the people will help considerably to tide over the situation till the next rains. I sincerely hope that the inducements offered to grow food crops under the Marikanve and Kannambadi channels and in the tank beds, will be largely availed of by the raiyats, and the facilities afforded to buy seed grains and manure under the liberal system of advances recently sanctioned, and the remission of wet assessment for waste lands and total failure of crops, will help them appreciably in the present adverse season.

THE FINANCIAL SETTLEMENT.

The State budget consisting of the usual financial statements has already been circulated to you by the Financial Secretary. It is prepared on the lines recommended by Mr. Datta, and is based on his scheme of Financial Settlement. Certain variations in the figures presented to you in these statements require a few words of explanation. In taking you over these figures as rapidly as possible, I shall attempt to summarise a few general principles that underlie the present financial administration of the State.

A new system of classification of the major budget heads was introduced under Mr. Datta's scheme so as to bring out clearly what proportion of the resources of the State was being spent for different purposes such as Moral and Material Development, Civil Administration, Protection, etc.; extraordinary receipts and extraordinary expenditure are being shown separately and all capital expenditure is shown outside the revenue account, so as not to affect the surplus of the year. Then again, under the scheme of Financial Settlement brought into effect from the beginning of 1917-18, for a period of three years and which, therefore, will remain in force during the next budget year 1919-20, a standard of normal revenue and expenditure of the State under each head is to be arrived at, with a view to determine normal surplus of the revenue over the expenditure; certain reserves are to be provided for safeguarding the financial stability of the State, and specific amounts have to be allotted after the reserves are thus provided from the net surplus to the different departments for improving their efficiency and for providing for the moral and material prosperity of the people.

Under the scheme of departmental settlements, the share allotted to the different departments out of the growth of revenue, if unspent in the course of the year, does not lapse but becomes available for expenditure in future years. You will thus see that the revenue account is charged off each year under a special head, "Unspent allotments added to departmental balances," and similarly, expenditure met from departmental balances has a heading on the expenditure side and charged off to the accumulated balances; so that unspent allotment or expenditure made out from past balances will not affect the revenue surplus or deficit of the year concerned. Mr. Datta, in estimating a standard of revenue and expenditure, took into account the figures for three years ending 1908-09, three years ending 1916-17 and the budget for 1917-18, and arrived at a standard of Rs. 249,72 under receipts, Rs. 199,38 under expenditure, and a standard surplus of Rs. 50,34. He proposed an addition to the famine reserve to the extent of 4,30, reserve for interest and sinking fund on capital expenditure at 11, contribution for capitalization fund for the mining revenue at 11,62, additional allotment for re-organizations and development at 11 and normal surplus 4,92, leaving an unallotted surplus of 7½ lakhs.

It was more or less on this basis that the Financial Settlement scheme was drawn up. In the actual working of the scheme, however, some difficulty has been experienced in adhering strictly to the rules of that settlement. The whole question will have to be re-considered in the course of the next year and a revised Financial Settlement will have to be framed if necessary. But for the present, it is sufficient to note that the standards during the past year and the current, of revenue, expenditure and surplus have been greatly exceeded and in the budget year there are even more striking variations to be noticed thereby showing a fairly healthy growth of our resources and a proportionately larger increase of expenditure.

GROWTH OF REVENUE AND EXPENDITURE.

To show the growth of revenue and the increase of expenditure during the past ten years, I give you the following figures re-arranged according to the principle of re-classification explained above:—

Year	Receipts	Expenditure	Surplus + or —Deficit
1908-09	193,14	190,96	+ 218
1909-10	215,56	190,03	+2553
1910-11	223,66	194,95	+2871
1911-12	226,44	198,36	+2808
1912-13	251,08	197,18	+5390
1913-14	260,16	208,33	+5183
1914-15	248,27	214,92	+3335
1915-16	268,21	219,50	+4871
1916-17	290,75	266,68	+2407
1917-18	305,79	304,00	+ 179

A hurried retrospect during the past six years shows that the receipts have gone up from 251,08 to 305,79, that is, 55 lakhs and the expenditure from 197,18 to 304,00, that is, 107 lakhs. The expenditure of 304,00 includes a sum of 55,26 on account of contributions to Departments and reserves not actually spent in the year. Making allowance for this, the actual expenditure was only 248,74 which means a growth of 51½ lakhs. It will be seen that the increase in expenditure was well within the growth of revenue.

Details for the sum of 55,26 are as follows:—

1.	Mining Capitalisation Fund and interest thereon ...	9,09
2.	Net contribution to Interest Reserve	2,98
3.	Increased provision for Sinking Fund	2,00
4.	Increased provision for Famine Reserve and Interest thereon	4,30
5.	Irrigation Capital Reserve	5,00
6.	Special Reserve for non-recurring expenditure ...	5,52
7.	Allotments to Departments for future expenditure	26,37
	Total ...	55,26

Besides, owing to increased activities in several directions, the establishment charges alone have risen from 1912-13 in five years by 14 lakhs per annum and since up to the current year by 11 lakhs. Education expenditure has increased from 11 lakhs in 1912-13 to 26 lakhs in 1916-17 and in the current year, it is expected to rise further to 36,30. Public Works expenditure has increased from 24,66 in 1912-13 to 34,20 in 1917-18 and is expected further to rise to 42,21 in the current year. The figure for 1917-18 and the current year include a contribution of 5 lakhs on account of irrigation capital reserve. The capital expenditure not charged to revenue has increased from 18,61 in 1912-13 to 49 lakhs in 1916-17, 41 in 1917-18 and in the current year it is expected to be 58 lakhs.

It was Mr. Datta who advised Government in 1919 that optional and obligatory expenditure should be separated. He said:—

"It should be seen how far the growth of both obligatory and optional expenditure was justified, and what steps should be taken to keep down expenditure without affecting the efficiency of the administration, and then to frame an approximate estimate of the probable rate of growth of the obligatory and optional expenditure under each head in future. The growth of the charges for salaries and establishment should be carefully examined and it should be considered whether the growth is justified by the needs of the administration."

In his opinion, the State should satisfy itself that its normal revenue would yield a surplus sufficient to meet not only the charges for interest on the capital expenditure during construction of work, but also to meet the deficiency in the net earnings for some years. He further advised a detailed examination of the financial position which has not yet been undertaken, and which I propose to make before the budget that is now placed before you is finally passed. I do not wish to trouble you therefore, at this stage, with all the intricacies of finance in this Address, but would indicate generally the lines on which our financial policy should be shaped in the future. Mr. Datta in reviewing the State's assets and liabilities, calculated that on the 30th June 1916, that is, about three years ago, the State had succeeded in creating assets equal to the gross income of the State for nearly two years, after making provision for the two loans which it has raised in order to create a part only of these valuable assets, and his view was that the administration can be justly proud of the results achieved.

He, however, sounded a note of warning about the present scale of expenditure chargeable to revenue. He said—

"I am, however, not quite so sure about the present scale of the expenditure chargeable to revenue. Such expenditure appears to have grown at a tremendous rate during the last five years and I am unable to say at present how far this has been justified by the annual growth of its revenues or how far the additional expenditure is really conducive to the material prosperity of the State."

This warning, it is our duty to take seriously and to examine the scale of expenditure with greater care. This, I assure the Assembly, the Government propose doing almost immediately. The budget, however, has been framed on the basis of existing sanctions and commitments from which it is not possible to go back suddenly. But a careful scrutiny of the position is certainly desirable both as regards ordinary revenue and expenditure as well as capital expenditure.

CAPITAL EXPENDITURE.

As regards capital expenditure, you are all aware that prior to 1914-15, with few exceptions, all capital expenditure on productive works used to be included in revenue accounts. In that year, Government decided to show capital expenditure on all works except railways already opened and on the existing installations of the Cauvery Power Scheme outside revenue accounts as capital expenditure not chargeable to revenue.

Sir M. Visvesvaraya in his speech at the Representative Assembly of October 1915 urged the policy of raising loans to meet the cost of productive works. It was his forward policy that led to the investment of the accumulated surplus to the extent of nearly 1½ crores on large productive works. He said that "to construct works from loan funds would be quite in accordance with approved principles of public finance and the practice of civilised countries." He then calculated that up to the end of 1914-15, Government had invested on productive railway, irrigation and other works not less than 504 lakhs out of which only 200 were contributed by loan funds. He reiterated the principle of borrowing in 1916; and in 1917, he said—

"I am gratified to observe that this view of our financial policy has now received acceptance at the hands of the public, and suggestions for financing productive works from borrowed funds have been made by the members of this Assembly."

Mr. Datta had advised us to sell away securities as fast as possible up to 80 lakhs, to fulfil our capital programme, and his forecast was that we can provide for a capital expenditure of 60 lakhs in 1919-20 without borrowing. Our budget forecast is framed accordingly and we have provided for a capital expenditure of 90 lakhs without proposing to borrow. But we have to so adjust our finances that our annual revenue and expenditure accounts result in a sufficient surplus to meet—

(1) The growth of expenditure for expansion and development;
(2) Interest on loans;

(3) Depreciation charges;
(4) Several reserves, *e.g.*, famine, etc.

It would be a foolish policy to cut down our capital programme in respect of works already in progress or commenced. It is also incumbent on us to frame future budgets in such a manner that the normal standard surplus of 50 lakhs is guaranteed to meet the necessities of the position under the four heads specified above. I think our resources also require watching, and expenditure, a more detailed scrutiny. I hope to carefully study the whole question in all its aspects and place before you and the general public a forecast of our future financial policy for the next five pears, after examining all our needs and ascertaining our assets and our liabilities, as far as possible. In preparing a correct forecast, a careful examination of the present financial position will be necessary, and this will be done with every regard for simplicity and candour. There has been no general examination of the financial position since our Financial Secretary, Mr. Chakravarti, prepared his quinquennial review for the period ending 1908-09; and previously, during Sir Sheshadri Iyer's time, it was the practice in Mysore to publish periodical memoranda on the Mysore finances, the last to be issued under his signature being the one dated March 1895. The general review of our financial position is therefore long overdue, and I propose to have a decennial review up to the end of the present official year published at an early date with a quinquennial forecast for the period ending 1925-26.

THE REVISED ESTIMATES.

I will now take you through the figures of the revised estimates for the current year, and budget estimates for the coming year.

The variations are explained in detail in the Budget Memorandum.

The revised estimates of receipts for the current year is ¾ lakhs better than the budget, as a net result of large increases under some heads and decrease in others. We have lost ground under Land Revenue, Forest, Mining, Revenue, Krishnarajasagara Works and Cauvery Power Scheme, and gained under Excise, Assigned Tracts' Revenue, Railways and Sandal Oil Factory.

Under expenditure, the budget figures are exceeded, so far as General Administration, Sanitation and Civil Works are concerned. Influenza, food control, and war and grain compensation allowances are responsible for large increases. There are, however, anticipated lapses under Education, Irrigation Works charged to revenue, Agriculture and Army. The result of these estimates is a net surplus of 49,000 as against the budgetted estimate of 41,000. The next year's budget estimate of revenue shows an improvement of 5¾ lakhs as a net result of variations, increases being noticeable under Land Revenue, Forest and Excise; also under industrial concerns which are expected to bring a net revenue of one lakh a very pleasing and hopeful feature.

Under expenditure, appreciable increases are shown under most major heads, due to rectification of existing defects or improvement schemes, *e.g.*, extension of the scheme of separation of executive and judicial functions, police reforms, extended medical aid, increased grants for education, public improvements in towns and rural areas.

THE PRESENT FINANCIAL POSITION.

The present financial position as disclosed from the revised estimates of the current year is that against the revenue of 299·12 lakhs there will be an expenditure of 298·63 lakhs chargeable to revenue. These estimates do not materially differ from the budget, the revenue and expenditure chargeable to revenues in the revised being more than the corresponding budget figures by 79,000 and 71,000 respectively.

Making allowance for the exceptional fall during the current year in Land Revenue and Forest, and for the specially high receipts on account of Assigned Tracts' Revenue, and providing for normal net receipts under Productive Works, we may take the normal annual receipts at 300 lakhs.

The total payments under service heads during the current year will amount to 315·63 lakhs.

After taking into account the special non-recurring expenditure during the current year of 5 lakhs under Public Works for purchasing Kumara Park and for the Mysore Guests' Palace, about 4½ lakhs, for grain compensation allowance, war allowances and food control and supply establishments, besides special charges incurred in combating influenza epidemic, we take the normal expenditure under departmental heads and the reserve at about 306 lakhs. Out of this latter amount should be deducted a sum of 4 lakhs being the normal provision on account of loss of interest on Capital Works which should be met out of the reserve of 9 lakhs. The net normal annual expenditure will thus be 302 lakhs. This means a deficit of 2 lakhs. In October 1915, speaking at the Assembly, Sir M. Visvesvaraya said that taking the experience of the four previous years, during which the ordinary account showed a fair balance, it is not too sanguine to expect a surplus of at least 20 lakhs in normal years in future.

Under the scheme of Financial Settlement, the whole of the normal revenues of the State is distributed amongst the several groups of spending departments and the reserves. The annual anticipated surpluses due to growth in the revenue are similarly distributed. It is therefore plain that further demands for extra expenditure can be met only as our revenue grows. The normal annual growth from the existing sources has been calculated at 6 lakhs. But this rate can be secured only under favourable conditions of season and trade. For rapid growth of expenditure beyond the rate thus indicated, new sources of revenue will have to be discovered.

THE BUDGET ESTIMATE.

For the ensuing year, we have budgetted for a revenue of Rs. 304,98,000 and for an expenditure of Rs. 306,08,000 chargeable to this revenue, resulting in a deficit of 1,10,000.

This deficit 1,10 is the result of the Revenue Account after meeting from it the contributions to the various Reserves, aggregating 19,06 lakhs. Of the Revenues of the year, this amount is not estimated to be spent but added to the Reserves. The exact result of the Revenue Account is therefore a surplus of 19·06—1·10 or 17·96 lakhs. In other words, the standard of Revenue taken in the Budget for the next year is in excess of the standard of expenditure to be met from such revenues, by 17·96 lakhs. But this excess is completely earmarked for forming the different Reserves necessary in the interests of financial stability, and it is not therefore available for expenditure on the various services. Allowing these contributions to the Reserves, the position is one of deficit which is really therefore not a deficit as ordinarily understood.

The following are the details for the sum of 19·06 referred to above:—

1. Mining Capitalisation Fund and Interest thereon ..	9,23
2. Sinking Fund	3,33
3. Net Contribution to Interest Reserve ..	2,00
4. Irrigation Capital (After meeting 50 for the Bhadra Project)	4,50
5. Special Reserve for non-recurring expenditure (The whole of the year's contribution of 7,45 will be spent in the year and hence no addition to Reserve or Surplus)	Nil
6. Famine Reserve. (The whole year's contribution to this Reserve will also be spent in the year and hence no addition to Reserve or Surplus) ...	Nil
7. Departmental Balances	Nil
(Here also the whole of the year's allotment is estimated to be spent and hence there is no addition to balance or surplus. Taking all the Departments together.)	
Total ...	19,06

The net assets of the State by the end of the current year will be 639·75 lakhs and during the next year there will be a further accretion of about 4 lakhs.

The capital expenditure on productive works by the end of the current year is expected to amount to 704 lakhs and as the programme for next year is fixed at 90 lakhs the total amount invested by Government in these works by 30th June 1920 will be 794 lakhs.

CONCLUSION.

From the above summary of our position I hope you will be satisfied that our Finances are in a prosperous condition although further additional expenditure from the Revenue Account will have to be very carefully examined.

It is unnecessary for me at this session to discuss matters relating to the general administration which will come up for review in the usual course at the formal annual session during Dasara next.

But it is necessary to impress upon you the growing needs of the administration in all directions and the necessity for a true sense of proportion in discussing all measures and schemes requiring additional expenditure, so that the steady progress and improvement that has been the marked feature of the administration of Mysore in the past may continue unabated without causing Government any financial embarrassment.

We are rich in ideals and schemes, and have put our hand on the plough, started and continued in motion by successive administrations, for tilling the almost unlimited expanse of Mysore's possibilities, under the wise and benevolent guidance of His Highness the Maharaja. Consolidation of work done in the past should be our motto for sometime to come and if we succeed in keeping burning the flame of enthusiasm for progress, kindled by Sir M. Visvesvaraya and his distinguished predecessors and in showing continued and tangible results in at least some of the schemes and projects so often mentioned in the Dewan's Addresses in this Assembly of past several years, we should deserve well of all classes amongst His Highness' subjects.

I may state for your information that the following matters are now engaging the earnest consideration of Government and an announcement of policy will soon be made:—

1. A detailed examination of the financial position.
2. Improvement of the Mysore Civil Service.
3. Scheme of recruitment of public servants in all grades.
4. Improvement in the system of maintenance of public buildings and roads.
5. Improvement in the scheme of restoration of minor tanks.
6. General review of our education policy; consolidation of work done under all sanctioned schemes, and development programme for the next five years, of education in all grades specially, education of the backward classes—Industrial, Technical Education, etc.
7. Improvement of the administration of the Malnad.
8. Improvement in district administration.
9. Permanent organization for the Economic Conference.
10. Improvement of medical aid and public health.
11. Representative Assembly reforms.
12. Industrial finance.

I do not wish to detain you any longer and will now request you to proceed with the work of the session, and beg of you to give me every assistance in conducting the business before us, so that we may utilize the time at our disposal to the best possible advantage.

MYSORE FOREST CONFERENCE.

Speech of Mr. A. R. Banerji, C.I.E., I.C.S., Offg. Dewan of Mysore.

AT THE OPENING OF THE CONFERENCE ON 6TH JUNE 1919.

Mr. Rama Rao has referred to my presence on this occasion as an assurance of the interest and sympathy of Government towards the work of the Forest Department. No such assurance, however, is needed. For, in recent years the department has had the ungrudging support of the Administration, and, although its unpopularity with the raiyat population which is proverbial throughout India, has shown no sign of decrease, its work has always received from Government its due encouragement and praise. Speaking for myself, having had occasion to deal with important forest questions in other spheres of duty, and having been entrusted here with the charge of the forest portfolio since I came to be associated with Mysore Administration, I have had ample opportunities of examining the working of the Mysore Forest Department and of ascertaining its immense possibilities. I soon formed the conviction, which subsequent experience has only served to strengthen, that the immense forest resources of the country could not be adequately developed, and might indeed be deplorably wasted, unless a more forward and enterprising policy were pursued. It was recognised, too, that much progress would not be possible unless the department was adequately manned, liberally paid and scientifically equipped. All this meant increase of funds which His Highness' Government have very readily sanctioned; and Government have now a right to hope for a general and steady advance in the Forest Administration of Mysore in all directions.

The number of territorial charges, both superior and subordinate has been increased and a liberal scale of pay provided. With a view to develop the commercial side of forestry, which is fast coming into prominence the appointment of specialists in Forest Engineering, Chemistry and Economic Forestry, has been sanctioned. Additional officers have been appointed for the preparation of working plans. The dual control under which the District Forest establishment hitherto laboured by their subordination to the Deputy Commissioner and to the Conservator has been abolished and greater solidarity given to the organization of the department under the undivided technical supervision of the Conservator. Arrangements have been made for training forest subordinates of all grades within the State. An improved system of Forest accounts has been introduced, under the advice of Mr. K. L. Datta and a Forest Manual has been compiled.

Expanding activities.

Along with these improvements, there has been an expansion of activities. Saw-mills have been established and the department is now able to supply railway sleepers and scantlings of all marketable sizes on a large scale. Steps have been taken to place the exploitation of sandalwood on a more satisfactory basis, by a proper valuation survey, and the sandalwood factories have enabled the Government to undertake the distillation of oil, thereby preventing the export of the wood to foreign countries. The wresting of the industry from the Hun is a great achievement of the Mysore Department of Industries. The investigations in connection with the manufacture of paper pulp have, we are told, reached an advanced stage, and the establishment of the industry on a commercial scale may soon be an accomplished fact. The economic value of various forest products has been examined, and we may, at no distant time, expect definite results of a practical value, in the shape of softwood industries on a commercial scale, *e.g.* manufacture of straw-boards, matches, pencils, etc. Tramways and railways are being constructed in the Malnad areas and elsewhere as rapidly as funds and circumstances permit. A liberal programme for the construction of forest roads has been sanctioned. The attempts made to supply war materials, which have been referred to with just pride in Mr. Rama Rao's address, represent more or less adventitious activities of the department, but are none the less praiseworthy. During the recent fuel famine in Bangalore, the Forest Department stepped in with commendable energy to save a situation which might have led to considerable public inconvenience, even at some sacrifice of revenue.

Defects to be remedied.

In spite of all this good work, however, and the improvements recently inaugurated, we cannot disguise from ourselves the numerous defects still existing not only in the working, but the outlook of the department. And I hope I will not be considered as lacking in sympathy if I refer to these defects in some detail.

State Forests are being constituted at a fairly rapid rate, the area under reservation having increased, during the past ten years, from 2,300 to more than 3,000 square miles. It is true that the percentage of forest area in Mysore is rather small, but I do not think it can be pretended that reservations have been judiciously made, with a strict regard to the requirements of the department and with scrupulous consideration of the inconvenience that might be caused by the situation of forests within close vicinity of inhabited villages and cultivation. There has been much complaint on this score, and, though some steps have been taken to remove grievances, I am not prepared to say that adequate attention is being paid to this important question. Forest settlement work is regarded as a routine matter and it is seldom that a Forest Settlement Report goes deeply into all the local difficulties and local requirements.

With a view to determine the remedial measures required in this direction, the first step we have to take is to classify all State Forests with reference to their purposes, on the lines adopted in British India since 1894, and specially in Madras in 1915, after the Provincial

Forest Committee submitted their report. The forests which the department has to manage for climatic reasons, for commercial exploitation of timber and other economic products, for the supply of fuel or grass, etc., and the *bona fide* requirements of the agriculturists, should be determined as far as may be possible. In the process of such classification, which must be the basis of any sensible system of forest management, and which, it is surprising to find, has not yet been undertaken in Mysore, it may, I fear, be alleged that reservation has, in some cases, been in excess of real needs and that it may therefore be expedient to surrender such portions of the reserved State Forests, the retention of which produces inconvenience quite out of proportion to their utility from a forest point of view.

Unnecessary Reservation.

In any case, it is essential that we should not repeat the mistakes of the past by sanctioning proposals, for fresh reservation without the closest scrutiny of their necessity and their probable effect on the population of the surrounding villages. It is futile to urge that the forest settlement procedure affords in itself ample safeguards against reservation to the prejudice of the rural people. They hardly realise the effects till a State Forest has been actually constituted and the petty Forest official is let locse upon them.

But it is not in the interests of the village population alone that I recommended greater caution in this matter. It cannot be to the advantage of the Forest Department itself to keep within its hands or acquire control over, large areas offering little or no scope for scientific forestry, over and above those which it already controls.

The District Forests constitute areas in the State with much valuable forest growth specially in the Malnad Districts. The dual control over such forests produces a lot of friction and also inconvenience to the raiyats ; and I have, after my tour in Kadur and Hassan Districts, suggested an experiment being made in selected areas, of handing them over to the Deputy Commissioners for management. Such portions as are too valuable may, perhaps, be included in the State reserves, provided the requirements of the villagers are satisfied by what is left as unreserved areas.

Mr. Rama Rao, in his address, has rightly emphasised the importance of providing working plans for State Forests. As yet, plans have been prepared for only 1,100 square miles, that is less than 35 per cent of the total area of State Forests. I do not believe that the work is so backward anywhere in British India where more than 50 per cent of the total reserved and protected area is managed under regular working plans, the percentage in some provinces being as much as 97. Latterly, some additional staff has been sanctioned for this work, and I hope it will be pushed on with all the expedition which its importance demands. Any further proposals for the strengthening of the special staff for the preparation of working plans will, I have no doubt, be favourably considered. It must be admitted that much of the work of exploitation is now haphazard, owing to the absence of such working plans.

Sandalwood.

Government have always had an uneasy conscience about Mysore sandalwood revenue. It was impossible, under the system of working which has hitherto prevailed, to determine whether exploitation of sandalwood was being carried out with due regard to the conservation and improvement of the stock, and there was also the fear that the regeneration of the stock did not receive adequate attention. The sandal valuation survey has, therefore, been recently undertaken, and it gives me much pleasure to hear from Mr. Rama Rao, that so far, the investigation has furnished no evidence of reckless exploitation. It is not, however, till the valuation survey is completed and proper working plans are drawn up that we can feel with confidence that in our greed for an increasing annual revenue, we are not slowly killing the goose which lays the golden egg.

Duty to the Public.

In the address just read, Mr. Rama Rao has pointed out that Forest Officers are answerable to posterity for the protection and management of forests. But I think, they will do well to remember that they owe a duty also to the present generation. An important branch of the work of the Forest Department is to provide adequately for the wants of the agricultural population. But I am afraid there is too great a tendency on the part of some Forest officers to treat the requirements of the villagers with scant consideration. The raiyat is always an unwelcome visitor in a State Forest and is accorded the treatment due to a possible incendiary or depredator.

I think this attitude on the part of our officers must change and they should deliberately set themselves to winning the confidence and co-operation of the people living in the vicinity of forests. I would specially ask the officers to study the grazing systems recently introduced in our neighbouring provinces and see whether they have any useful lessons for us. I am separately formulating somewhat detailed proposals for the improvement of the present system of grazing in State Forests, District Forests and other lands at the disposal of the Government, and they will be referred to the department for opinion before being finally approved.

In this connection, I must express my disappointment at the limited success which has so far attended our scheme of village forests, which, to my mind, afford a solution of most of the difficulties and hardships so often brought to the notice of the Government by the Representative Assembly. So far, not more than 70 panchayets have been formed and no information is forthcoming as to how many of these are doing any active work. I am aware that the Revenue authorities are responsible for the working of the scheme and that the apathy of the villagers themselves largely accounts for the meagre progress made. But Forest Officers have also a duty, *viz.*, of advising the villagers in regard to the maintenance and improvement of village forests and of stimulating their interest in the scheme. The Government will be glad to see greater endeavours being made by our Forest officers in this direction in future.

Conclusion.

Besides the above, the department has to take very special steps to re-stock forest areas already worked, by resorting to artificial regeneration and to methods which will help, and not retard, natural reproduction. In regard to these matters special schemes and special staff may be necessary. New plantations for sandal and teak may be multiplied with advantage, and existing plantations require greater scientific attention.

The felling and transport operations of the department still continue to be very much out of date. Mechanical contrivances should be introduced after obtaining expert advice as to local conditions. The loss of value due to short lengths of logs necessitated by the inadequate facilities of transport, should be guarded against, and forest tramways and traction engines run on purely commercial lines for tapping forest areas after detailed valuation and enumeration surveys. A scheme for a Forest Museum and a school for research should be developed and interchange of ideas encouraged as far as possible, between your department and the Forest Departments of British India, where large developments are in view.

I hope I shall not be misunderstood if I take this opportunity of advising officers, especially the junior officers, to make a point of keeping up their technical and departmental studies, and acquainting themselves with the latest developments in forest administration in other parts of India. I know this is the very object of the Forest Association and this Conference, but spasmodic activity is not sufficient.

THE ECONOMIC CONFERENCE.

10th Session—10th June 1919.

President's Opening Speech.

(NOTE.—*The entire speech is issued as a Special Supplement to the June number of the Mysore Economic Journal and will also be found in the Proceedings of the Conference.*)

In the course of his opening speech at the 10th Session of the Mysore Economic Conference, held at Mysore on 10th June 1919, Mr. A. R. Banerji, C.I.E., I.C.S., President, gave the following brief history of the economic activities of the Government of Mysore since 1881:—

Perhaps, it may be of some help if I take you back to the early eighties and review from that period the economic condition of Mysore and the policy which the Mysore administration followed till the Conference was constituted in 1911—a period of three decades.

The famine of 1871 had, besides causing a loss of the agricultural population, completely ruined the manufacturing and artisan classes in Mysore. Dewan Rangacharlu, in 1881, in his address to the Representative Assembly stated that no country can prosper unless its agricultural and manufacturing industries were equally fostered, and indicated the lines—referring to the establishment of cotton mills, breeding of sheep for wool, paper manufacture, coffee enterprise, cultivation of sugar-cane, cultivation of silk—on which industrial development should proceed. The idea of organising a large association of non-officials for the promotion of science and industries was, even at this early stage conceived, but it took 30 years to mature it. The famous statement of Rangacharlu, once quoted by Sir M. Visvesvaraya, which will bear repetition, is evidence of the magnitude of the task that Mysore statesmen then attempted to undertake, *viz.*, a general awakening in economic questions and progress. He said, quoting other advanced countries, "What then may not be accomplished if the large population in this country once entered on a similar career of progress! The one great problem to be solved by Indian statesmen is how the people could be roused from the crushing influence of officialdom and stirred up to industrial enterprise and progress." For over seven years we find a blank in regard to any further move in these directions. Mysore policy was, however, clearly defined by Sir Sheshadri

Iyer in his address before the Representative Assembly in 1890, from which I make the following extract. "It is, however, to indigenous industries that we must look for the growth of capital and wealth in our midst and for real progress in other directions. With the general poverty of the people on the one hand, and their growing intelligence on the other, our great want, doubtless, is the establishment of suitable industries on a scale calculated to afford a variety of remunerative occupations to large numbers and thus to obviate profitless competition within narrow spheres. Under such circumstances, it behoves the Government to do everything in its power not only to foster existing local industries but also to establish new ones wherever possible, and recognizing the principle that a far more powerful agency in this matter than Government is the enterprise and intelligence of the people themselves." Sir Sheshadri Iyer indicated great possibilities from the iron wealth of Mysore, from gold mining, cotton mills, woollen industry, candles and soaps from vegetable oil, etc., but progress in all these directions was bound to be imperceptible for several years to come: and even now we have to admit that some of these possibilities still remain to be exploited.

The Agricultural Banks which were established in 1894 to improve the economic condition of the raiyats proved generally unsuccessful and the general indebtedness of the raiyats still remains a grave economic disease amongst the people for which this Conference has yet to find a remedy. For nearly 14 years there was again a period of inactivity and stagnation, and I give in Sir P. N. Krishna Murti's own words, the economic condition of the country as described by him in 1903. Sir Krishna Murti said "The economic position of the Mysore artisan is still one of isolation from his fellow-artisans. He still leads a life of his own choice and is, like the agriculturist, unable to enter into any large combination for a common purpose. The recent census shows that there has not been any material addition to the industrial population of the country. Similarly, the same industries as were in existence in the early years of the rendition continue at present, without much expansion, *viz.*, those connected with metallurgy, pottery, carpentry, the production of textile fabric, etc. In the years subsequent to the Rendition, a few factories came into existence, such as the Woollen Manufactory, the Cotton Mill, the Tile Works and the Iron Foundry at Bangalore, and the Sugar Manufactory at Goribidnur, but most of these are under European management and afford no evidence of the progress of either technical knowledge or co-operative spirit among the people of the country. Attempts to encourage the manufacture of paper, the establishment of iron industry on a large scale, the spinning and reeling of silk by machinery, etc., have not borne any results."

Sir Krishna Murti then introduced a scheme of industrial and technical education, the object of which was not "the imparting of any ideal, theoretical or scientific course of instruction, but the teaching of such industries and trades on improved methods as are adapted to supply the present wants of the people, *e. g.*, carpentry, weaving, silk reeling, iron-work, rattan-work, lacquer-work, etc." Even this modest scheme, confining itself as it did to existing industries, failed to bring about any appreciable industrial advancement amongst the people. The several spasmodic efforts referred to above, did not lead to any organised action for economic development and it was not till 1911 that, as stated by me in my Dasara Exhibition Speech of last year, the "prophetic vision of His Highness the Maharaja outlined a scheme of work to speed up economic development amongst his subjects which in its conception was as bold as it was comprehensive."

The country has suffered from the ravages of plague since its first outbreak in 1896, the total estimated loss of population being 205,658 in 20 years. The vicissitudes of the season have caused the agriculturists continued anxiety. It was Rangacharlu who pronounced the great economic truth that the prosperity of the country can never be assured until the labour of its people yields a surplus over and above the food consumed by them. He also exhorted the people of Mysore to lay by sufficient provision of food for themselves and their families for a year or two. We know to our cost during the recent crisis how Mysore has suffered for not taking these warnings to heart.

In inaugurating the Conference, His Highness exhorted all his subjects to become capable and skilled citizens and to train their children and children's children in some skilled calling. The low earning power of the people, their low vitality affecting economic efficiency and standard of man-power, the waste of resources and opportunities, were the constant topics of all Sir Visvesvaraya's exhortations at this Conference. He once described the chief aim of the Conference to be to prevent waste and increase production.

The Secretary will place before you in a booklet form an account of the work this Conference has accomplished since its inception, and I need, therefore, refer to a few important features of its work during the past eight years.

In all, 580 subjects, large and small, have been considered at this Conference. Of these, final recommendations have been submitted to Government in 370 cases. The other subjects have been referred to the Committees for further investigation.

The total expenditure on the Conference and the entire organization connected with it, so far, is Rs. 12,60,711. Of this, Rs. 6,47,006 has been spent by the General Conference, including District Committees, and Rs. 6,13,705 by the Central Committees. The amount spent on establishments is Rs. 5,66,773 and the balance represents expenditure on investigation, experiments and collection and publication of information.

Among the more important educational schemes due directly or indirectly to the Conference may be mentioned the establishment of a University for Mysore, an extensive programme for the rapid development of primary education, the introduction of compulsory education, a comprehensive scheme of technical education in all grades, development of education of the backward and depressed classes, education of adults by means of lectures, bulletins and visual instruction, the Boy Scout Movement, development of libraries in cities, towns and villages, remodelling of female education, a scheme for providing facilities for industrial and agricultural training in the Middle and High Schools, the systematizing of scholarships, medical inspection of school children, and improvement of physical culture.

Under Agriculture, the most important subjects dealt with are the development of sericulture, improvement of live-stock, extension of fruit culture, introduction of improved methods of cultivation, formation of large landed estates, provision of facilities for the supply of manure, seeds etc., increased cultivation of commercial crops, collection of agricultural statistics, enquiry into the economic condition of the ryots, agricultural co-operation, improvement of dairy farming and a scheme for agricultural education in the vernacular.

Some of the larger schemes which owe their inception or development to the Industries and Commerce Committee are the constitution of the department of Industries and Commerce, establishment of the Bank of Mysore, formation of a Chamber of Commerce, a system of takavi loans and of other State aid to Industries, the development of handloom weaving, the opening of an Industrial and Commercial Museum, the standardization and supply of weights and measures, the improvement of rural and home industries and the opening of an Industrial Depot to help the skilled artisans to get a better market for their articles. The total number of installations of machinery and plant for industrial purposes erected by the pepole with the aid of Government advances under the takavi rules administered by the Industries and Commerce Committee and the Department of Industries and Commerce, is 153 and the amount advanced under the takavi rules and with the support of the Conference Committees, Rs. 6,84,353. The industries actually taken up with the aid of Government after investigation and discussion by the Economic Conference are the following:—

(1) Sandalwood factory.
(2) Soap factory.
(3) Metal factory, manufacture of mathematical instruments and art industry.
(4) Pharmaceutical works.
(5) Oil pressing.
(6) Rice Mills and power plants in connection with industries subsidiary to Agriculture.
(7) Weaving factory.
(8) Manufacture of woollen yarn and blankets.
(9) Wood distillation.

Among the important industries which are still in the stage of investigation may be mentioned, manufacture of paper pulp and paper, of matches and pencils, improvements in leather industry, pottery works, manufacture of alkali, glass and bangle making.

The above record is not one that the Conference need be ashamed of. It is true that the Conference and its Committees have been prolific of many ideas and schemes not yet translated into action, and that still remain in the stage of discussion, but the retrospect given by me of the attempts made previous to the establishment of the Conference will convince any one that the results achieved in eight years and the advance made in the three main lines of the Conference activities have been more tangible and more rapid than what is perceptible during the pre-Conference period.

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